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Europeanization at sea –  
New 'EU'ropean marine space through policy integration in EU's maritime spatial planning

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<p>Abstract</p> <p>European Union is a notable political actor that strives for governing and producing EU territory through spatial policies and planning. So far, spatial planning has been a technology to govern the terrestrial environment, but now marine space is seen as the new frontier of spatial planning. In 2014, EU has given a directive of maritime spatial planning (MSP), which aims to that every coastal member state had established spatial planning practices to their national marine areas by 2021 according to EU’s spatial agendas. The MSP has been looked at as a managerial tool helping to enhance the ecological condition of the seas, but not as a policy that produces spatiality. In this research, EU’s MSP policy is used as to research Europeanization of space in ‘EU’rope. The aim of this research is to interpret how understanding of ‘EU’rope as a territorial entity is shaped through the structure of the maritime spatial planning policy and the meanings attached to it, in order to create a perception of the future development of EU and marine areas in general.</p> <p>The research is conducted from a social constructionist approach as an interpretive policy analysis. The concept of policy integration is in-built to MSP and is used as an indicator to Europeanization in this study. The policy integration effort is seen to steer social networks of actors that create the MSP in practice. Therefore, semi-structured theme interviews were conducted to the actors carrying out the MSP process in Finland. These actors’ understanding of the Finnish MSP is seen to construct ‘EU’ropean space in and through the domestic MSP process. Accordance with the hermeneutic traditions, comprehensive contextualization is conducted in this research in order to understand the maritime spatial planning policy.</p> <p>The research suggests that the spatiality and territoriality of marine areas produces different kind of planning practices than is seen in the terrestrial environment. The EU’s MSP policy is a policy tool for the EU territory, but at the same time, it is used as a tool to carry out domestic regional objectives as well. In Finland, the coastal Regions have benefitted from MSP and gained more power over the Finnish marine territories and the MSP may be used as to reinforce Regional planning.</p> <p>By adopting MSP policy, EU has changed the spatial governance structure of marine Europe. It has transformed heterogenic marine areas in Europe into single entity in order to be spatially governable by EU. These spaces have therefore been submitted under larger decision-making processes than before and EU is able to harness the national marine territories for the benefit of the whole Europe, and mainly due increasing economic growth in the territory. By means of policy integration efforts, the MSP creates new kinds of socio-spatial dimensions to Europe in where political bargaining over domestic marine spaces becomes a norm for the domestic maritime spatial planners. The research suggests that the territorial policy integration efforts reinforce the objectives of the EU directive in transnational collaboration, and this new platform of negotiation can be predicted to unify neighbouring domestic planning practices and goals in some extent.</p>		
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<p>Euroopan Unioni on huomattava poliittinen toimija, joka pyrkii hallinnoimaan ja tuottamaan EU-territoriota spatiaalisten politiikkojen ja spatiaalisen suunnittelun avulla. Tähän asti spatiaalinen suunnittelu on ollut lähinnä terrestriaaliseen ympäristöön kohdennettu hallinnan teknologia, mutta nyt myös merialueiden voidaan nähdä tulleen sen piiriin. EU on antanut vuonna 2014 direktiivin merialuesuunnittelusta (maritime spatial planning, MSP), jonka mukaisesti kaikkien rannikkojäsenvaltioiden tulee laatia kansallisille merialueilleen EU:n aluesuunnittelutavoitteiden mukaiset spatiaaliset suunnitelmat merialueiden käytöstä vuoteen 2021 mennessä. Merialuesuunnittelua on tähän asti tarkasteltu lähinnä meriympäristön ekologisen tilan parantamiseen tähtäävänä ohjauksena, mutta ei spatiaalisuutta tuottavana politiikkana. Tässä tutkimuksessa EU:n merialuesuunnittelukäytäntöä on hyödynnetty tutkittaessa tilan eurooppalaistumista EU-alueella. Tutkimuksen tarkoituksena on ymmärtää, kuinka 'EU'rooppaa hahmotetaan territoriaalisena kokonaisuutena merialuesuunnittelukäytännön ja siihen liitettävien merkitysten kautta, jotta voidaan hahmottaa niin EU:n kuin ylipäätään merialueiden tulevaisuuden kehitystä ja käyttöä.</p> <p>Tutkimus on toteutettu tulkinnallisena politiikka-analyysinä sosiaalisen konstruktionismin näkökulmasta. Käytänteiden yhdentämisen (policy integration) pyrkimys on sisäänrakennettu merialuesuunnitteluun, ja sitä käytetään tässä tutkimuksessa eurooppalaistumisen indikaattorina. Yhdentämispyrkimyksen voidaan nähdä ohjaavan merialuesuunnitteluprosessissa olevien toimijoiden sosiaalisia verkostoja. Tutkimuksen päämateriaalina ovat Suomen merialuesuunnitteluprosessista vastaaville tahoille laaditut puolistrukturoidut teemahaastattelut. Sen, miten kyseiset toimijat ymmärtävät merialuesuunnitteluprosessin Suomessa, voidaan nähdä konstruoivan 'EU'rooppalaista tilaa kansallisessa suunnitteluprosessissa, sekä sen kautta. Hermeneuttisen tradition mukaisesti tutkimuksessa laaditaan kattava taustoitus merialuesuunnittelukäytännön ymmärtämiseksi.</p> <p>Tutkimuksen mukaan merialueiden erilaisen spatiaalisuuden ja territoriaalisuuden takia niihin kohdistetut suunnitteluprosessit eroavat terrestriaalisen ympäristön vastaavista käytännöistä. EU:n merialuesuunnittelukäytäntö on työkalu EU-territorian muokkaamista varten, mutta sitä hyödynnetään samanaikaisesti myös kansallisen aluepolitiikan välineenä. Suomessa rannikkomaakunnat ovat merialuesuunnittelun hyötyjiä, ja ne ovat saaneet merialuesuunnittelukäytännön myötä lisää päätäntävaltaa Suomen merialueilla. Merialuesuunnittelua voidaan mahdollisesti hyödyntää myös maakuntakaavoituksen poliittisten tavoitteiden saavuttamisen tueksi.</p> <p>EU on vaikuttanut merellisen Euroopan spatiaalisen hallinnan rakenteeseen merialuesuunnittelukäytännön avulla. Se on muuntanut heterogeeniset merialueet Euroopassa yhdeksi hallittavaksi tilalliseksi kokonaisuudeksi. Nämä merialueet ovat siten siirtyneet laaja-alaisemmin EU:n päätöksentekoprosessien piiriin, joten EU:n on mahdollista valjastaa kansalliset merialueet koko EU-alueen hyväksi. EU:n pääasiallinen pyrkimyksenä voidaan nähdä alueen talouskasvun lisääminen merialueiden avulla. Merialuesuunnitteluprosessi luo uudenlaisia sosio-spatiaalisia ulottuvuuksia Eurooppaan sen yhtenäistämisyhtymien avulla. Käytänteiden yhtenäistäminen eri territorioiden välillä luo uudenlaisen ohjauksen rajat ylittävään poliittiseen neuvotteluun kansallisten merialueiden käytöstä kansallisten merialuesuunnittelijoiden toimenkuvaan. Tutkimuksen mukaan käytänteiden territoriaalisuuden yhtenäistämiseen ohjaaminen voi tehostaa EU-direktiivissä annettuja tavoitteita. Rajat ylittävän yhteistyön ja neuvottelun voi osaltaan olettaa yhtenäistävän naapurialueiden suunnittelukäytänteitä ja tavoitteita niin kansallisessa kuin rajat ylittävissä suunnitteluprosesseissa.</p>		
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## Abbreviations

BSAP	Baltic Sea Action Plan
DEFMSP	Directive 2014/89/EU Establishing a Framework for Maritime Spatial Planning
EBA	Ecosystem-based approach
EEZ	Exclusive economic zone
ESDP	European spatial development perspective
ESPON	European spatial planning observation network
EU	European Union
EUSBSR	EU Strategy for the Baltic Sea Region
GES	Good environmental status
HELCOM	Helsinki Commission
HVWG	HELCOM-VASAB working group
IMP	Integrated maritime policy
IOC-UNESCO	The Intergovernmental Oceanographic Commission of UNESCO
MRL	Maankäyttö- ja rakennuslaki, Land-use and building act
MSFD	Marine strategy framework directive
MSP	Maritime spatial planning
TAEU	Territorial agenda of the European Union
TSP	Terrestrial spatial planning
UN	United Nations
UNCLOS	United Nations convention on the law of the sea
UNESCO	The United Nations Educational, Scientific and Cultural Organization
UNFCCC	The United Nations Framework Convention on Climate Change
VASAB	Visions and strategies around Baltic Sea

# Contents

<b>Abbreviations .....</b>	<b>iii</b>
<b>List of figures.....</b>	<b>vi</b>
<b>List of tables .....</b>	<b>vi</b>
<b>1. Introduction .....</b>	<b>1</b>
<b>2. Conceptual frame.....</b>	<b>6</b>
2.1 Europeanization .....	6
2.2 Spatial planning of EU .....	7
2.3 Integration in spatial planning .....	9
2.4 Spatial planning in marine areas .....	10
2.5 Synthesis of the conceptual framework in the research .....	14
<b>3. Research context .....</b>	<b>18</b>
3.1 MSP in EU .....	18
3.2 International basis of marine territories .....	21
3.3 Varying domestic approaches to MSP in EU .....	23
3.4 Spatial planning in Finland.....	25
3.5 Planning marine areas in Finland .....	26
3.6 Maritime spatial planning in the legislation of Finland .....	28
<b>4. Research design.....</b>	<b>34</b>
4.1 Methodology.....	34
4.2 Materials.....	37
4.3 Methods.....	39
4.4 Analysis .....	40

<b>5. Results .....</b>	<b>42</b>
5.1 Key features of the MSP in Finland.....	43
5.1.1 Finnish Regions as the domain of the MSP in Finland .....	43
5.1.2 Territorial policy integration in the Finnish MSP .....	54
<b>6. Discussion .....</b>	<b>60</b>
6.1 MSP reinforcing coastal Regions' standpoints in Finland .....	61
6.2 MSP reinforcing EU's standpoints in the marine Europe .....	64
6.3 Europeanization of space though MSP .....	65
6.4 Research evaluation .....	69
<b>Acknowledgements.....</b>	<b>72</b>
<b>References .....</b>	<b>73</b>
<b>Appendices .....</b>	<b>82</b>
Appendix I: International statutory background of MSP .....	82
Appendix II: Documents of the Finnish MSP.....	83
Appendix III: Cross-border projects Finland is taking part .....	84
Appendix IV: Interview themes .....	85

## List of figures

Figure 1. Relations and functions of concepts used in the research .....	17
Figure 2. Marine territories defined in UNCLOS .....	22
Figure 3. World's exclusive economic zones and the extent of EU's marine territories .....	23
Figure 4. Planning practice in Finland .....	26
Figure 5. The regional land use plan of Kymenlaakso.....	27
Figure 6. Territories of MSP in Finland .....	29
Figure 7. Territoriality of marine planning .....	31
Figure 8. Stages of negotiation on MSP matters .....	33
Figure 9. Vertical territorial integration actions of MSP in practice according the interviewees .....	55

## List of tables

Table 1. Summary of the background conceptualizations of the research.....	16
Table 2. Horizontal territorial integration with neighbouring MSP territories in the Finnish MSP ..	58

# 1. Introduction

European Union is a notable actor on the territory of EU. The changing relations between EU and the member states has been studied through Europeanization studies in which the focus has turned in explaining the characteristics of EU's spatiality. EU is seen as an actor that governs European spaces that it at the same time produces (Rumford, 2006). Europeanization in this research is therefore seen as active efforts by EU in producing and governing these European spaces. Spatial planning can be seen as a technology in which the EU is producing these European spaces (Luukkonen, 2015). Space making through planning is not only producing the EU territory itself, but at the same time its borders as well. EU integration can be seen as the current political agenda that produces Europeanization (Clark & Jones, 2008). While integration can be looked at as the objective of EU spatial planning, it acts at the same time as the means of creating European spaces through spatially integrative EU policies.

There have been global changes seen in the governance of the world's marine spaces. While these spaces have formerly been considered and experienced as a placeless void between terrestrial spaces, there has emerged a territorialization trend in marine spaces (Germond & Germond-Duret, 2016). The emerging view suggests that marine spaces could be governed with similar kinds of governing technologies that is used in terrestrial spaces – one such technology is spatial planning. There can be seen a global trend of start conducting spatial planning practices in marine territories under national legislations. Globally an important driver of the spatial planning in marine areas is the IOC-UNESCO (Intergovernmental Oceanographic Commission of UNESCO). While the marine space as a planning object is globally a new domain it creates a new field to the planners and researchers.

This development is evident in the territory of EU as well. EU has given a directive of maritime spatial planning (MSP) in 2014, which aims to that every coastal member state had established spatial planning practices to their national marine areas by 2021 (Directive 2014/89/EU of the European Parliament and of the Council, 2014). EU steers the domestic planning by defining the goals and means of the MSP policy according its spatial agendas. Based on these objectives the member states are creating maritime spatial planning practices nationally. The maritime spatial planning in the EU context is important area to study due EU can be seen as an important actor in marine related policies regionally but also globally due the geographical extent of its marine areas:



the marine territory of EU is the world's largest by its size to share coherent governance. (IOC-UNESCO, 2018)

The need of having a new kind of marine governance has stemmed from the concerns of the ecological condition of the world's seas. This far, the MSP practice has therefore mainly been looked at as an environmental management tool either in a global or in the EU context (see e.g. Hassler et al., 2018; Gilek, Karlsson, Udoviyk, & Linke, 2015; van Tatenhove, J. P. M, 2011; Schaefer & Barale, 2011) and researched with a positivist knowledge interest (Habermas, 1981). The majority of the MSP literature is written from the natural sciences perspective and is examined as an environmental policy with mainly environmental goals. As Shaefer and Barale (2011) see it: "MSP is a neutral instrument for improved decision-making, providing a framework for arbitrating between human activities at sea and for managing their impact on the marine environment". Perhaps because the maritime spatial planning is still a new process with only some planning conducted in practice, involvement of the social sciences and planners has been yet quite thin. Kidd (2013) summarizes well the current and highly practical aspect of the social sciences in MSP discourse by considering that "[f]rom a social science perspective, MSP is viewed as a framework that can help to address the problems associated with existing fragmented patterns of governance – and facilitate the development of more integrated marine governance regimes". The engagement of geographers and specifically critical geographic thought is needed in order to broaden the perspectives of this new research topic and to understand what kind of meanings the planning process holds other than the articulated environmental protection perspective.

As said, the MSP has been studied as an environmental policy with spatial aspect, but it has not been articulated as a policy that produces spatiality. While recognizing seas as areas to which EU spatial agendas can be projected and spatiality produced, there can be seen a clear conceptual gap in the studies of Europeanization, EU integration and EU spatial planning that have not acknowledged the marine dimension in EU's spatiality through MSP process. In this research I am creating a bridge from the technocratic environmental management perspective to EU spatial politics. In more detail, I am using the EU's maritime spatial planning policy to research Europeanization of space in the marine Europe. In this research I start with the notion that maritime spatial planning directive is spatial planning for EU. I am going to view the MSP as a spatial planning tool by which EU is striving for its spatial agendas through with new kind of imaginary of European marine space.

In addition, since the MSP policy is new in EU there is rather a small amount of research of it at the domestic level where the policy takes action in practice. While the MSP directive sets frames on how the maritime spatial plans ought to be conducted, due all member states of EU have different kinds of jurisdictions and national planning regimes, the implementation of the directive varies from state to state in practice (Hassler et al., 2018). Due reflecting to the Europeanization studies and its emphasis and the influence on domestic action in Europeanization, the empirical part of the research concentrates on the new maritime spatial planning practice in Finland. Finland administers territories with eight states (of which seven are EU members) of the regional Baltic Sea that is fundamentally perceived as a shared space due the spatial characteristics of sea environment. My grounding notion in this research is that EU's imaginary of the common European marine space and its dimensions are constructed through domestic maritime spatial planning in practice. In more specific, I am researching those authorities that are responsible for creating the MSP process, and also conducting the planning in practice in Finland.

Policy integration is a notion considered in the discourse on spatial planning in general, marine spatial planning in marine areas and also found in the MSP directive. In this research, I am referring to these discourse traditions by conceptualizing policy integration in marine Europe as a mean to create spaces of Europe in the practical level. The empirical part of the research is conducted by looking into these integration efforts in the maritime spatial planning practices in Finland. These traces are searched for example in transnational conventions, in the Finnish legislation, in official MSP documents published in Finland but primarily by interviewing those authorities that are responsible of creating and conducting the maritime spatial planning practice in Finland. As to transpose the notion of European marine space being constructed in the domestic level to this research more specifically, I argue that the authorities creating and practicing maritime spatial planning policy of EU in domestic sphere are constructing this space through the policy integration efforts built in to the MSP directive. By following these integration paths, the dynamics of Europeanization can be understood.

As mentioned above, this research aims at presenting MSP not only as an EU policy with spatial dimension, but rather as a policy that produces new image of European marine space, and hence European spaces in a wider sense. The benefit in this point of view is that it provides a more critical approach to MSP than the current discourses have had this far. In addition, my purpose of examining MSP in a domestic perspective is to create understanding of the changing spatial dynamics in Europe and territorial efforts of EU.

It is important to notice, that the way a space is constructed does have an effect on the politics in practice. The politics directed to a certain space will change the characteristics of that space in practice. In this research, the MSP is pointed to be a political tool to intensify EU governance in the marine regions in order to benefit political aspirations of EU. By researching the maritime spatial planning as a policy of EU spatial politics it can open up future prospects of how the marine spaces of Europe are going to physically change due the new spatial image. Search of meanings in this kind of policy will also give prospects of where the EU politics and the EU itself as a political territory are heading with the aid of its spatial politics.

MSP has its roots in a global decision making, in where EU is in this marine policy's case one – and rather significant – player. Eventually the MSP is materializing in a national sphere in practice though. Therefore, the MSP consists of layers of different decision making processes and political aspirations. In addition to understanding EU, this research also gives important perspectives to marine governance in general: how marine politics are changing globally, and what kind of scalar structure does the marine spatial governance have. When looking into the special characteristics of marine spaces understood as international (Jay et al., 2016; Zaucha, 2014) and relative (Jay, 2010) spaces, it is important to research by whom the decisions of these spaces are being made and in which political platforms power is used. These different decision making scales and their meanings are important to study in order to understand MSP policy's outcome in practice. The power distribution and the meanings built in MSP are important to study so to be further able to evaluate the globally new domain of spatial marine politics for example from the perspective of social justice and possibilities to impact on decisions affecting one's life and surroundings.

In addition to understanding meanings and power structures behind MSP in practice, the research frame stretches to fundamental question of how spatial planning should be conceptualised. It draws attention to mutating perspectives in spatial planning, and to whether the commonly accepted concepts of it do not capture the diversity of the new spatial dimensions of marine planning. Because conceptualisations do eventually realize in the physical space, it is important to regenerate concepts constantly in order to try not to diminish the multidimensionality of the world.

In addition, in a very practical level of the MSP policy, my research creates understanding of the new maritime spatial planning process in Finland from a geographic angle to support the planners, decision makers, participators and non-participators of MSP. It also provides critical understanding

of the national power relations regarding the marine spaces, governing them, and future prospects of the marine spatial politics' course in Finland.

The research problem can be summarized as *how understanding of 'EU'rope as a territorial entity can be seen to be shaped through the structure of the new maritime spatial planning policy and through the meanings attached to it.*

I am going to answer to this problem through more detailed research questions:

*1) What are the key features of EU's maritime spatial planning policy?*

*2) In what ways it can be considered as a dimension of Europeanization of space?*

First, the concepts and the conceptual frame of this research are presented in the chapter 2. In the third chapter, the context to the empirical research such as the international and national conventional and legislative background regarding the maritime spatial planning territories in Finland is introduced. In the chapter 4, the methodological background of the research is explained, and the materials and methods used in the study are presented.

In the fifth chapter, results to the research questions are presented by first creating a perception of the national and regional dynamics that is been created along with MSP. After presenting results is the discussion chapter (Chapter 6) in which the research is evaluated by estimating the reliability the work and further study needs are pointed. The literature used in the basis of the study can be found after the chapter 6, which is followed by appendices.

## 2. Conceptual frame

### 2.1 Europeanization

Instead of a consensus of what Europeanization refers to there are a wide range of conceptualizations of it. The main core of Europeanization has been that it is used as a guiding phenomenon to reveal connections of change within supranational and national dynamics and in other words in relations between EU and states' domestic sphere. Due the diversity of the Europeanization discourse, the contemporary Europeanization seeks continuously to conceptualize itself.

Europeanization has formerly been seen as a background concept or as an “attention-directing device” (Olsen, 2002) through which different phenomena in Europe were explained. Social sciences have brought the notion of different forms of social interaction as drivers of Europeanization into the discourse. Europeanization has for example been considered as process in which European values are diffusing: Clark and Jones define Europeanization through shared European identities or as the “contemporary notions of what Europe is and what it represents” (Clark & Jones, 2008).

In addition to shared identities and values, Europeanization is seen to be formed through learning in social networks and cooperation (Clark & Jones, 2008) in continuous processes of policy mobilities between different administrative scales (Ladrech, 2010). A notable aspect in Europeanization is that it can be seen to be emerging through multi-scalar governance of EU (Mamadouh & van der Wusten, 2008). Policies do not mobilize strictly in a hierarchical manner between administrative scales in the EU region though. As Mamadouh and van der Wusten (2008) put it: “As Europeanization progresses, networking across scales is stimulated and the initially neat distinction between scale levels becomes fuzzy”. The multi-scalarity of planning is essential to point out as the governance structure influencing on marine areas. While these structures are apparent in this research, the globally scalar decision making processes regarding marine areas are not studied here though. In this research, the scalarity of EU governance through EU spatial planning is considered as an explanatory structure of Europeanization process which contains power structures and contestation (Moisio, 2011).

Europeanization has also been conceptualized through its processes of spatiality (e.g. Clark & Jones, 2008) which is the tradition this research is leaning on. In this research Europeanization is seen as EU actively producing and governing its territories. An important aspect of Europeanization in this research is the logic of how European space is created by establishing, adopting and practicing policies that are created for the European entity (Jensen & Richardson, 2004). In addition, producing this space is conceptualized to form in the interaction between EU and its member states. An important aspect is that the values and agendas of EU are interacting and being negotiated in the domestic sphere (Olsen, 2002) through interaction.

## 2.2 Spatial planning of EU

EU is a notable actor to steer the development of the EU region. Rather than being primarily concerned about the institutional structures in the area, the aim of EU is to govern the European spaces (Rumford, 2006). Spatiality has become a significant aspect in the late twentieth-century and in the early twenty-first century that can also be called as “the spatial turn” in both planning (Davoudi, 2009) and research (Rumford, 2006). The spatial planning approach has developed due the planning system itself has submitted to larger processes of decision making in society (Vigar, 2009). The need of spatial dimension in planning and in the decision making is argued as in order to meet the outcomes that are set in different governmental levels. Spatial planning may therefore “engage in one form of ‘meta-governance’ through co-ordinating different policy concerns around a place agenda” (Vigar, 2009) (concept of meta-governance by Jessop, 2002)

The concept of European spatial planning in the EU region can be seen to reach a notable turning point when the European Commission and the EU member states agreed to adopt European Spatial Development Perspective – Towards Balanced and Sustainable Development of the Territory of the EU (ESDP) in 1999. It aimed to bring EU towards integration in European spatial development (ESDP - european spatial development perspective. 1999). Spatial planning in EU area is on one hand conducted to create a coherent future vision for the member states and on the other hand to coordinate those actions that aim to economic and social development spatially in Europe (Jensen & Richardson, 2004). Policy integration through spatial planning can be seen as a current standpoint in the planning field in EU, in order to enhance the integration of spatial policies, but also the territories of its member states (Straalen, 2012; Vigar, 2009; Kidd, 2007). In the EU context, space

is organized through policies of “mobility, placing cities, environment and identities in a new perspective of transnational flow and mobility” (Jensen & Richardson, 2004) that the member states practice in their national spheres.

EU as a political actor does not have a straight juridical power in spatial planning, but it has several indirect ways of spatial steering. In practice, there can be seen three types of spatial planning steering of EU: informal discourses (such as domestically implemented strategies), formal acts (such as regulations and directives) and monetary incentives (such as INTERREG programmes) (Reimer, Getimis, & Blotevogel, 2014). Reimer et al. (2014) argue that the formal ways of spatial planning in EU “pursue a strictly sectoral and hierarchically oriented logic and do not allow for overall cross-cutting coordination such as that aspired to by the European meta-narratives (ESDP, TAEU)”, which I am questioning later in this research.

As the EU does not have a juridical power in spatial planning, it does not have official planners either. Instead, planning is conducted by domestic planners according the EU’s spatial policies and strategies. According to Faludi (2008), European planning can also be seen as a learning machine due the emphasis on cross-border cooperation and learning from other planners. Therefore, EU’s spatial planning can be seen to form in socializing efforts.

Fundamentally, spatial planning is always rooted to dominant ideologies (Gunder, 2010) as is also the spatial planning of EU chiming in with current political trends (Luukkonen, 2015). The spatial policies and planning of EU are grounded on the relational ontology of space, which is a continuum to the prevailing neoliberal ideology of space (Gunder, 2010). One of the narratives in EU spatial policies is that the economic problems of EU are explained by the spatial order of the region. Therefore by governing this entity and its components through spatial planning the economic competitiveness of EU could be affected (Moisio, 2011).

EU spatial planning can be seen as multi-scalar process containing power relations. Therefore it can create situations where contestation of policy objectives of different scales may occur within these processes (Moisio, 2011) and to produce simultaneously multiple political meanings to a single space. Even if the concept of scale itself is not the research subject here, it is beneficial to notice though. So to say, “[i]nvestigating how the practices of the European spatial planning evoke distinct scalar meanings thus helps us to better understand the geopolitics of Europeanization” (Moisio, 2011).

As to conclude, EU is constructing these spaces of 'EU'rope that it aims to govern (Rumford, 2006). In this context, spatial planning can be seen as a governing technology by which EU constitutes its territory and borders by creating these European spaces (Luukkonen, 2015). Therefore – as to link back to previous chapter of Europeanization – these European spaces will become visible in “the appearance of shared European norms, rules, and approaches in planning efforts that are otherwise implemented nationally” (Zaucha, 2014).

### 2.3 Integration in spatial planning

For this research the concept of integration needs to be articulated in two ways. First, integration in this study refers to the political agenda in which EU strives for creating a single European space (Jensen & Richardson, 2004). The political efforts of European integration can already be seen to start in the 1950's when European Coal and Steel Community (ECSC) and later European Economic Community (EEC) were launched. These organizations had notably amount of shared sovereignty that was a globally unique at the time.

Clark and Jones (2008) explain the relationship of EU integration and Europeanization by that the “European integration emerges as a guiding template for contemporary Europeanisation, which comprises processes of socialisation and learning transcending geographical borders”. As to adapt from Clark and Jones the perspective of European integration I use in this research is that the European integration acts as a political agenda that reflects the contemporary trend of Europeanization. Therefore, in this research I use integration as the means of Europeanization.

Another way of approaching integration is the spatial integration of EU policies (policy integration) that is a key element in my empirical study. Integration is an umbrella concept that has emerged into the planning field to organize the complexity of the planning processes and policies that occur in handling the issues in diversity of stakeholders, views, planning authorities and sectoral policies with a holistic approach (Straalen, 2012). Integration of different spatial policies can be seen as a tool when striving for broad political objectives such as the sustainable development (Stead & Meijers, 2009) that overlap many sectoral policies.



Spatial planning can already be seen as an integrative and holistic concept itself and acts as a “meta-governance” mentioned above. Spatial planning through policy integration can be seen as a current standpoint in the planning field, especially in the European Union, in order to enhance the integration of the spatial policies and territories between its member states (Straalen, 2012; Vigar, 2009; Kidd, 2007). According to Kidd (2007) EU emphasizes policy integration across territorial borders in order to integrate the territories of EU.

In this research, I am using specifically territorial policy integration as a component through which spatial planning can be concretized in practice. It is defined as “integration of public policy domains between territories” and divides into vertical and horizontal territorial integration (Kidd, 2013). As linking to the above mentioned concept of scalar governance, the vertical integration signifies those different scales of government that are interacting, while horizontal integration instead refers to cooperation or joined action within the same administrative scale between neighbouring territories (Kidd, 2013).

In this research context, I have conceptualized the spatial policy integration as a mean of EU spatial planning. I previously articulated that the spatial planning of EU is a technology of creating European space effecting Europeanization. Therefore, in my empirical part of this research I use the territorial policy integration as the visible indicator for Europeanization. To be more precise, the emphasis to the networks of cooperation is traced in this research.

## 2.4 Spatial planning in marine areas

It is important to notice that the concept of spatial planning until this day is almost fully situated into terrestrial context without verbalizing it that way (Kidd & Ellis, 2012). Instead of considering marine spaces as placeless void between countries, there is a global trend of territorialization in the world’s sea areas (Germond & Germond-Duret, 2016). Marine spaces are becoming to be seen as areas that can be governed through spatial planning. While marine spatial planning is emerging into the planning field, it will not create only the notion of spatial planning in the marine environment but also the concept of “terrestrial spatial planning” (TSP) as a contrast (Kidd & Ellis, 2012).

The vocabulary used of spatial planning in marine areas in the literature varies. In some cases, it is referred to as *marine* spatial planning and in the other as *maritime* spatial planning. There can some

generalizations be made that the term “marine” is used more often to describe seas from ecological or biophysical point of view while the term “maritime” is used when referring to the sea areas as the objects of human utilization. Perhaps while the planning of seas is more researched by environmental scientists the concept of “marine” is more used term and is almost treated as it were a value neutral term. European Union instead has adopted the term “maritime” in its official language, which I am discussing further in the next chapter. In this research, I will use both terms in a way defined above. The term “marine” I am going to use as a more default concept of explaining planning in the seas and when referring to the globally growing specific concept of marine spatial planning (MSP). The term “maritime” I am using when referring to the EU policy with political values and targets of EU attached to the concept.

Marine spatial planning is a globally emerging planning concept that aims to govern the utilization and ecological condition of marine areas spatially in order to achieve the pursued political objects. There is no universally shared definition of MSP, but for example, globally an important marine related subdivision of UNESCO – the Intergovernmental Oceanographic Commission (IOC-UNESCO) – has formulated a broad and general definition of maritime spatial planning as follows:

*“Marine spatial planning (MSP) is a public process of analysing and allocating the spatial and temporal distribution of human activities in marine areas to achieve ecological, economic, and social objectives that are usually specified through a political process” (IOC-UNESCO, 2018).*

Planning marine spaces is a new concept and the discussion around it have been dominated mainly by the ecological and regulatory disciplines, and participation of the planning discipline has been lacking this far (Gazzola, Roe, & Cowie, 2015). Due the novelty of the subject, there is no consensus formed yet whether MSP should be treated as “a new frontier” of the studied (terrestrial) planning thought shaping it by adding new perspectives to it, or should the terrestrial and marine planning thoughts be treated as separated planning fields instead (Gazzola et al., 2015; Jay, Ellis, & Kidd, 2012).

At the moment, the idea that planning practices in marine areas eventually need to be examined and conceptualized as such and apart from the concepts of terrestrial planning (e.g. Gazzola et al., 2015) is growing. In this point when marine spatial planning is beginning to emerge more extensively there can be seen a dilemma of formulating the concept by comparing it to terrestrial planning. Simultaneously, the marine and the terrestrial spatial planning concepts have differences and cannot

fully be examined through the same theoretical frameworks, but to some point, it could also be useful to reflect the lessons learned in TSP (Gazzola et al., 2015; Kidd & Ellis, 2012; Gilliland & Laffoley, 2008). Due the decision to use for example similar vocabulary in marine planning than in terrestrial planning, planning practices in marine environment could infuse some of the historical burden of terrestrial planning. On the other hand, there is also a possibility to utilize the historical lessons and the knowledge gained in TSP practices, which makes it preferable to compare these practices.

When giving some examples of the discrepancies between those two practices, the fundamental ground of spatial planning – the concept of space – may vary greatly in marine context comparing to the terrestrial approach (Gazzola et al., 2015) but there have been only early attempts to start defining spatiality in marine planning. The seas are spaces of constant change by their bio-geo-physical characters and therefore also by how they are utilized. The most obvious example of this is that the sea is mainly in a liquid form while land is not. While the dimensionality of seas from the surface to the seabed differs from the terrestrial regions, the dimension of time plays also a key role: the changing seasons shape the dimensionality and utilization of seas (for example shifting ship routes and fishing opportunities through the year) (Kidd & Ellis, 2012; Gilliland & Laffoley, 2008). According to Jay, due the natural unbounded characteristics of the seas they should be treated as relational spaces (Jay, 2010) and the marine spatial planning should fundamentally be conceptualized as transboundary planning space (Jay et al., 2016; Zaucha, 2014). When comparing to the terrestrial spaces, the different kind of spatiality of the seas and the emphasis on transboundary approach is often visible when seeing the seas as “shared” spaces even if national territories existed.

There is also a different sense of place than what has to be taken into account in the terrestrial spatial planning. In the UK, trying to create a sense of place in marine areas is an important objective in planning (Helmreich, 2011). In addition, the Swedish marine planning authority tries to create a sense of place to the public in the Baltic Sea by publishing a “tourist map” on its website with inverted dimensions and with fictional place-names of the seabed that resemble familiar places in terrestrial environment in order to create some relatability to the terrestrial landscape. (The Swedish Agency for Marine & Water Management and The Geological Survey of Sweden, 2017).

Even though it is partly contradictive to compare the terrestrial and marine planning practices, their backgrounds are something that is useful to explore. Historically, the most evident reason behind

the implementation of any planning tradition is the will to control disadvantages that the human development generates, but it has also been a tool to control and develop planned spaces for someone's benefit. The modern and regulative terrestrial planning practice in the western world has its origins in the local and adverse challenges of population growth, industrialization and urban expansion in the late nineteenth century. Its roots are tight to physical designing in architecture and engineering which is still a notable aspect in TSP (Kidd & Ellis, 2012).

In the marine planning context the rationale behind developing it is much more global than it was a hundred years ago in the beginning of the terrestrial planning practice. The human impacts threatening marine ecosystems are recognized to result from the global population growth, development of new technologies and changes in the consumer demands that all burden marine areas. While the planning systems and processes in terrestrial context have been developing over a century, the notion of planning also marine areas is relatively young, and emerged in the 1970's (Smith, Maes, Stojanovic, & Ballinger, 2011). Due lessons learned from the traditions of terrestrial planning and due the global nature in the externalities of the human impacts in the planned area, planning practices in marine areas are created as much more complex systems of governance than terrestrial planning was in its starting point (Kidd & Ellis, 2012). In addition, it is notable that the pressure to start planning marine areas has emerged from the natural sciences, and the aspect of art and design, which are important elements in terrestrial planning, are lacking in MSP (Kidd & Ellis, 2012).

What is emphasized in the MSP literature is the importance that the land and sea interact with each other in this new kind of planning system so the environmental state and economic use of the marine areas can be governed as efficiently as possible. The integration aspect is central in the nature of MSP and there is already some discussion about it that I am also going to reflect later. Integration of land and sea in marine spatial planning can be examined from two aspects (Smith et al., 2011). The first aspect that looks MSP as an environmental policy emphasizes that the integration is created with suitable environmental management processes that recognize the seamless functions of land and sea. For example river management is an example of this approach, and there can already be found research from this perspective. However, what is emphasized but lacking so far in the MSP literature is the other approach: how the planning systems on land and sea are connected. In the MSP literature, the former seems to be much more used approach perhaps due the strong influence of environmental scientists within the topic. There is not much attention given to how the new maritime spatial planning systems interact with the already existing national spatial

planning systems on land specifically from a planning point of view even though the integration aspect and a need of evaluating MSP processes in the national level (e.g. Kidd & Ellis, 2012) are stated. Even if not the main goal of this research, the latter approach will be discussed later in the empiric part of this research.

The European Union has adopted the marine planning concept and altered it as an EU policy called *maritime* spatial planning as pointed out earlier. In Europe, the maritime spatial planning is a policy to govern and develop the regional sea areas that are spaces influenced by multiple countries and actors. While Europe is not the first region globally to establish maritime spatial planning, it can be seen as a notable pioneer though due the joint approach in formulating MSP in its territory (Hassler et al., 2018) and the considerable extent of its marine territories with global influence. I am going to introduce key aspects of the EU's MSP policy later. My approach is to view the MSP of EU as a spatial policy with competing political interests and agents.

Until the maritime spatial planning was adopted, EU steered the development of its marine areas with a sectoral approach and by sponsoring network projects with a territorially integrative means (for example INTERREG programmes). As mentioned above, while not studied in-depth in this research, it is important to notice the multi-scalarity both in marine governance globally and in EU's marine governance as a structure influencing spatial planning in marine areas. In this case, the MSP should be seen as a layered set of different political agendas and as objectives that has been modified various political processes. Instead of studying different scales or scalarity of MSP, in this research I am concentrating particularly on the political objectives of EU and how they are been materialized to the planning process in practice.

## 2.5 Synthesis of the conceptual framework in the research

In addition to this political EU integration effort mentioned above, integration is on the other hand emphasized in the MSP policy architecture as the element by which to achieve its goals. Until this day, marine related matters have been considered with a highly sectoral focus (e.g. Flannery et al., 2016; Kidd, 2013; Kidd & Ellis, 2012; e.g. Portman, 2011; Smith et al., 2011). The MSP directive sets that the maritime spatial planning in EU is meant to be carried out with a holistic and

integrative approach which means considering planning as non-sectoral action (in other words, as spatial planning).

As mentioned earlier, instead of considering marine spaces as a void between countries any longer, there is a global trend of territorialization in the world's sea regions (Germond & Germond-Duret, 2016). This trend is also visible in Europe. EU has different spatial agendas that it is driving through spatial planning, including the creation of the EU territory itself. As to refer to the conceptualization of spatial planning of EU, policy integration in MSP means that the marine spaces have been submitted to EU politics through maritime spatial planning policy. Although the member states are the ones creating the final MSP's, while EU is setting the minimum requirements of planning objectives and methods according to its agendas, it is at the same time strengthening and underlining the position of European marine territories as spaces of Europe through marine policy integration.

In the previous chapter, I introduced the idea of Reimer et al. (2014) that the formal ways that EU uses to steer development – such as directives – are strictly sectoral and hierarchical and are unable to carry out the spatial integration aspirations the EU is striving. Instead, I argue that the maritime spatial planning policy, as presented above, is specifically designed for creating platforms of policy integration through learning. As a matter of fact, the idea of integration as the path to achieve the set goals is such a fundamental basis in maritime spatial planning that the notions of policy integration and EU integration aspirations fuse in the MSP discourse (as is e.g. in the framework of (Kidd, 2013). What is therefore stressed – as to link to the conceptualization of Europeanization – is the narrative that the only way of achieving the objectives set by EU is to create particular space of marine Europe.

In this research, I am arguing that the maritime spatial planning policy of EU reinforces Europeanization through the active integration of marine policies that is the grounding emphasis in maritime spatial planning practice. This is due the networks of socialization and negotiation carries out the integration in practice. In other words, dynamics of policy integration that is in-built to the MSP policy helps to create spaces to which political agendas can be projected. The policy integration is the explaining basis of Europeanization in this research due the formerly explained spatiality of marine areas. The decision making is carried out mainly at various international stages from where policies are then implemented (and modified to a certain level) in a national environment. Therefore it may be argued that it is the spatial aspirations constructed by the marine

policy makers that have the most impact on spatiality of seas in practice. Despite of national territories at sea, since the marine areas are experienced mainly as transnational spaces due their geo-physical and historical background, it may alleviate the seas in Europe being developed as European spaces. In this research the grounding idea is that the efforts of EU marine policy integration indicate Europeanization.

Table 1 summarizes the conceptual basis that acts as the ground of my research's argument. The debates around these concepts are compressed into simple comparable arguments. All of these arguments should not straight be considered to form the framework's core, but rather as an attempt to show transparently the contextual basis of the various discourses that affect to this research.

Table 1. Summary of the background conceptualizations of the research

Europeanization	Europeanization as creation of European spaces (Jensen & Richardson, 2004) Europeanization through processes of learning (Faludi, 2008) Domestic regimes as the stages of Europeanization (Zaucha, 2014)
EU spatial planning	Spatial planning as meta-governance (Vigar, 2009) EU spatial planning as technology of creating European spaces (Luukkonen, 2015) European planning as a learning machine (Faludi, 2008)
Integration	EU integration as a political effort of creating European space (Jensen & Richardson, 2004) EU integration as a contemporary political effort of Europeanization (Clark & Jones, 2008) Policy integration as the constituent of EU spatial planning (Kidd, 2007; Vigar, 2009; Straalen 2012) Transboundary territorial policy integration as creator of EU integration (Kidd, 2007)
Marine spatial planning	Marine space as transboundary planning space (Zaucha, 2014; Jay et al., 2016) Marine spatial planning as technology of territorializing marine space (Germond & Germond-Duret, 2016) Policy integration as the constituent of marine spatial planning (Kidd, 2013)
<b>EU maritime spatial planning in this research</b>	<b>EU's maritime spatial planning as tool of Europeanization through efforts of policy integration</b>

Based on the conceptualizations above, the Figure 1 shows visualization of the main concepts and their relations articulated previously in the research. It also presents the explanatory meaning of these concepts in the research setting. In addition, it provides a summary of the conceptual framework more broadly presented above. Europeanization is the main concept in which discourse I am participating with this research. The spatial planning efforts of EU can be seen as a technology of creating Europeanization. In this research, the maritime spatial planning of EU is stated as EU spatial planning policy. Due the emphasis of empirical research in domestic sphere in Europeanization discourses, the policy integration approach in domestic maritime spatial planning is the way that Europeanization is approached in the research.

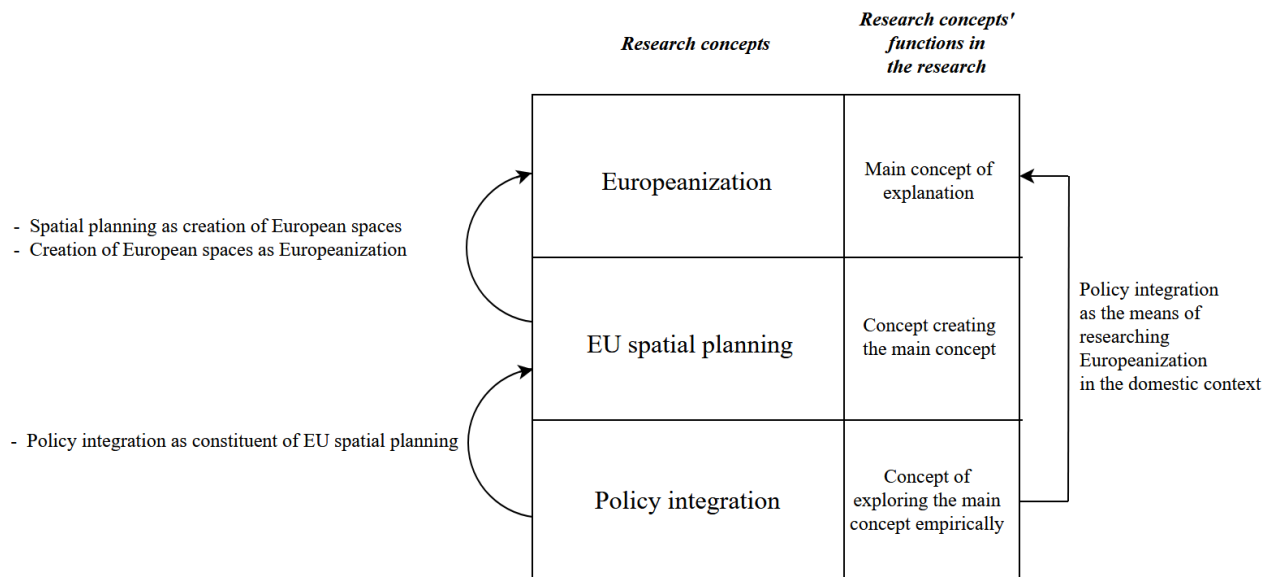


Figure 1. Relations and functions of concepts used in the research (source: Author)



### **3. Research context**

#### **3.1 MSP in EU**

EU gave a directive (2014/89/EU) that aims to that every coastal member state (23 out of 28 members) had spatial plans established in their marine areas by the year 2021. Accordingly to the subsidiary principle the maritime spatial plans are conducted according to the national legislations and planning regimes in each member state. However, EU steers the planning through the directive by setting the minimum requirements of what the national planning process should include. These are the acknowledged maritime sectors (fisheries and aquaculture, energy, maritime tourism, shipping and environment), EU's values as planning objectives (nature conservation and economic growth) and planning methods (ecosystem approach and cross-border collaboration) (Directive 2014/89/EU of the European Parliament and of the Council, 2014).

The objectives of the MSP are grounded on the existing policies in EU. There are especially two major policies currently affecting to the marine regions and therefore also to the MSP in EU: the Marine Strategy Framework Directive (MSFD) and the Integrated Maritime Policy (IMP) (e.g. Qiu & Jones, 2012). The maritime spatial planning directive determines that the planning should follow the “ecosystem-based approach” that is seen to be the way of achieving sustainable development both in the terrestrial and in the marine environment (Douvere & Ehler, 2009). This approach has been implemented to MSP from the Marine Strategy Framework Directive (MSFD) that is an environmental protection and preservation directive that aims to improve the ecological condition of the European seas. It is acknowledged in the directive that there is a contradiction between the human pressure on maritime resources and the demand for the ecological services of these areas (Directive 2008/56/EC of the European Parliament and of the European Council, 2008). The ecosystem-based approach refers to that there should be all possible scientific information about the ecosystems in the planning process used as the base of the plans (HELCOM-VASAB, 2016). The MSFD can be seen as the first legal framework to guide the management of marine areas with the ecosystem-based approach (Qiu & Jones, 2012) that is now reinforced through the maritime spatial planning directive.

Integrated Maritime Policy (IMP) of EU is among the first attempts to step out of the sectoral steering and submit the management of regional seas to broader policy objectives. One of these integrated policies that the IMP covers is the creation of macro-regional sea basin strategies to all sea regions in the EU. The first approved strategy of such is “the European Union Strategy for the Baltic Sea Region” (EUSBSR) adopted in 2009. The three key themes in the strategy are to “save the sea, connect the region and increase prosperity” that act as the ground to decision making and planning in the Baltic Sea states.

The IMP also covers the “Blue Growth” strategy that aims in sustainable economic growth of maritime sectors. This is a highly significant strategy when considering the spatial aspirations of EU through the maritime spatial planning policy. According to the European Commission (2018), “[s]eas and oceans are drivers for the European economy and have great potential for innovation and growth”. Eikeset et al. (2018) define Blue Growth as “governance of marine resource”. Therefore, it can be said that EU is steering the development of the member states’ marine territories strongly towards more extensive economic utilization. EU is steering marine economic growth through different paths. For example, steering is conducted by integrating the Blue Growth strategy to maritime spatial planning directive in order to guide the national MSP processes, and also by supporting Blue Growth related projects through monetary incentives. As formerly presented, the objective of growth is also embedded in the EU’s Baltic Sea Region strategy.

The need of maritime spatial planning policy in Europe is originally brought up by environmental scientists, whose nature conservation perspective is strong in the EU MSP literature. This field emphasizes the processes of negotiation and cooperation between the nature protection and the resource use sectors, which is recognized to be a novelty in managing marine regions (Hassler et al., 2018). Backer (2011), for example, has conducted an early conceptualization of MSP from this point of view: “Maritime Spatial Planning, like spatial planning on land, is a paradoxical process which aims to both legitimize development, boiling down to private profit making interests, and to protect public goods including unspoilt environment.” While the discourse of MSP in the environmental sciences has emerged and is growing, the critical approach and especially the discourse of the EU’s role as a political and territorial actor has not yet arose.

Integration is a key concept highlighted in many ways in the current EU MSP literature. On one hand, integration is underlined as the political cooperation culture that is enabling the maritime spatial planning policy in Europe in the first place and explaining the root causes of MSP emerging

in such a great volume in Europe of all the regions in the world. The political platforms are seen as favourable to the emerging MSP in Europe due the strong cooperation traditions between EU member states (e.g. Hassler et al., 2018; Zaucha, 2014). In addition, there are also suitable intergovernmental decision-making bodies that explain why MSP can be developed and implemented simultaneously in the whole coastal Europe.

In this sense especially the Baltic Sea region is seen as a leader of integrative MSP approach globally. There are two intergovernmental bodies in the Baltic Sea that have developed platforms of cooperation. The first one is the environmental protection body of HELCOM (Helsinki Commission) that steers the implementation of the MSFD Directive in the Baltic Sea area through the Baltic Sea Action Plan (BSAP) (HELCOM, 2018). The second one is the strategic planning body of VASAB (Visions and Strategies around the Baltic Sea) with its strategic document “VASAB Long-Term Perspective for the Territorial Development of the Baltic Sea Region” that aims to “better territorial integration of the Baltic Sea Region and its Integration with other Areas of Europe” (VASAB, 2018). This strategy aims to for example that in the year 2030 there would be land and marine spatial planning integrated in the Baltic Sea Region.

HELCOM and VASAB have set a Joint HELCOM-VASAB Maritime Spatial Planning Working Group (HELCOM-VASAB MSP WG) to combine their coordination efforts so to respond to the MSP Directive of EU. The working group has published for example “Guideline for the implementation of ecosystem-based approach in Maritime Spatial Planning (MSP) in the Baltic Sea area” in 2015 and the “Guidelines on transboundary consultations, public participation and co-operation” in 2016 (HELCOM-VASAB, 2016). These guidelines form the basis in the national spatial planning processes. Even though these bodies and their recommendations do not have a straight legislative power to the national decision making, the representatives of each country have a ministerial background that adds weight in them. In addition, these bodies do supervise the realization of their negotiated recommendations and if a country does not implement them, it is reprimanded, which may harm their foreign relations.

### 3.2 International basis of marine territories

Even though there are aspirations towards boundless and relational marine spaces, as Nursey-Bray (Flannery et al., 2016) puts it: “Despite use of the term “spatial”, MSP tends to be characterised by large regional boundaries –“. When comparing terrestrial and marine territories from planning perspective there is a great difference in the jurisdictional background of constituting their territories. What is shaping the marine planning in a practical level is that it is the international agreements that form the basis to the states to govern (and therefore plan) marine regions.

The extent and the possible utilization of world’s marine territories are defined in UNCLOS (United Nations Convention on the Law of the Sea) which is an international agreement signed in 1982 (UNCLOS, 1982). Before the convention took effect, the marine territories of each coastal country were mainly defined separately by each country with varying approaches (Rosenne, 1996). The UNCLOS standardized how the different marine territories are globally defined: the territories of each coastal country are determined and adapted on the grounds of geo-physical characters of seabed (as to make a simplification). The UNCLOS also directs that who can govern these territories, how they can be utilized and by whom (UNCLOS, 1982).

The Figure 2 shows the different marine territories set in the UNCLOS convention. The internal waters and 12 nautical miles (22 kilometres) wide territorial waters are marine territories where the coastal state enjoys full sovereignty. Activities in these areas can be governed as on land with the exception of the inviolable right of innocent passage of other states. Instead, the exclusive economic zone (EEZ) is a regime that does not belong to national sphere of full sovereignty. It is a territory that reaches up to the maximum of 200 nautical miles (370 kilometres) seawards from the territorial waters. Even though the EEZ is not part of national territory the coastal state has sovereign rights for the natural resources of the zone. Foreign nations may navigate, overflight and lay pipes and cables to the area but are subject to the national regulations of the coastal state. The exclusive economic zones can be looked as territory that gradually shifts national sovereignty into areas of fully internationally defined rights, or as a “buffer zone” between national and international spheres. That is because those marine territories that do not fall under any territorial waters or exclusive economic zones are treated as international waters that stay beyond any national jurisdiction. (UNCLOS, 1982) The convention originates in improving foreign relations: “The 1982 Convention, now the basis for resolving most maritime boundary disputes, is a major contribution of the UN to the maintenance of international peace and security” (Rosenne, 1996).

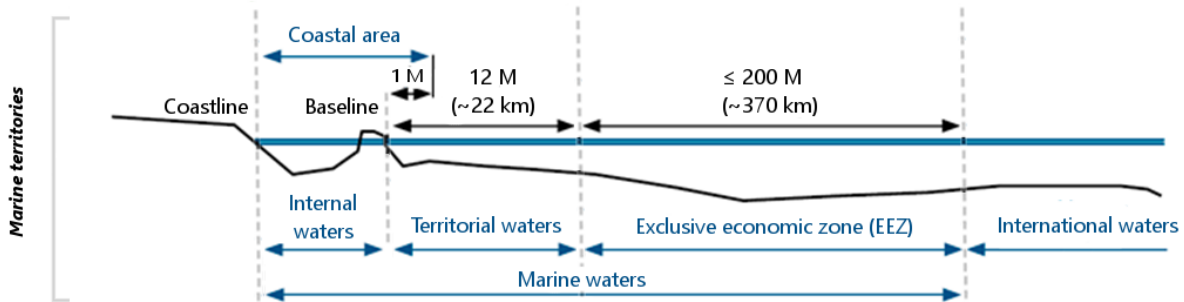


Figure 2. Marine territories defined in UNCLOS (source: Author, modified from Kaituri et al. 2017)

Figure 3 shows the worlds territories that are under some national jurisdiction and therefore governance through spatial planning could be conducted in accordance with the UNCLOS convention (when assuming that all of these territories were applied in practice and any controversial areas did not exist).

Literature that focuses on the environmental management of marine regions or natural resources related policies in EU area sometimes refer to the entity of “European Exclusive Economic Zone” (e.g. (e.g. Ounanian, Delaney, Raakjær, & Ramirez-Monsalve, 2012; Boude, Boncoeur, & Bailly, 2001) with a view to specify the areas to which EU policies are directed from those that are not. The Figure 3 also shows a simplified illustration of the extent of the EU’s EEZ presented by the IOC-UNESCO. According to the IOC-UNESCO “The European Union has the largest Exclusive Economic Zone in the world” when European overseas territories are included (IOC-UNESCO, 2018). Whether the impact of EU’s marine spatial policies and heritage in the overseas territories can be simplified as straightforward as it is displayed is open to dispute and to closer examination. The vastness of the territories that could be influenced by this new maritime governance trend is an important matter of consideration, but neither this territorial critique nor these overseas regions are further considered in this research despite the map attached. Not only are the marine areas of EU notable on a global scale but also regionally in Europe because the marine areas are noticeably larger than the terrestrial areas of EU.

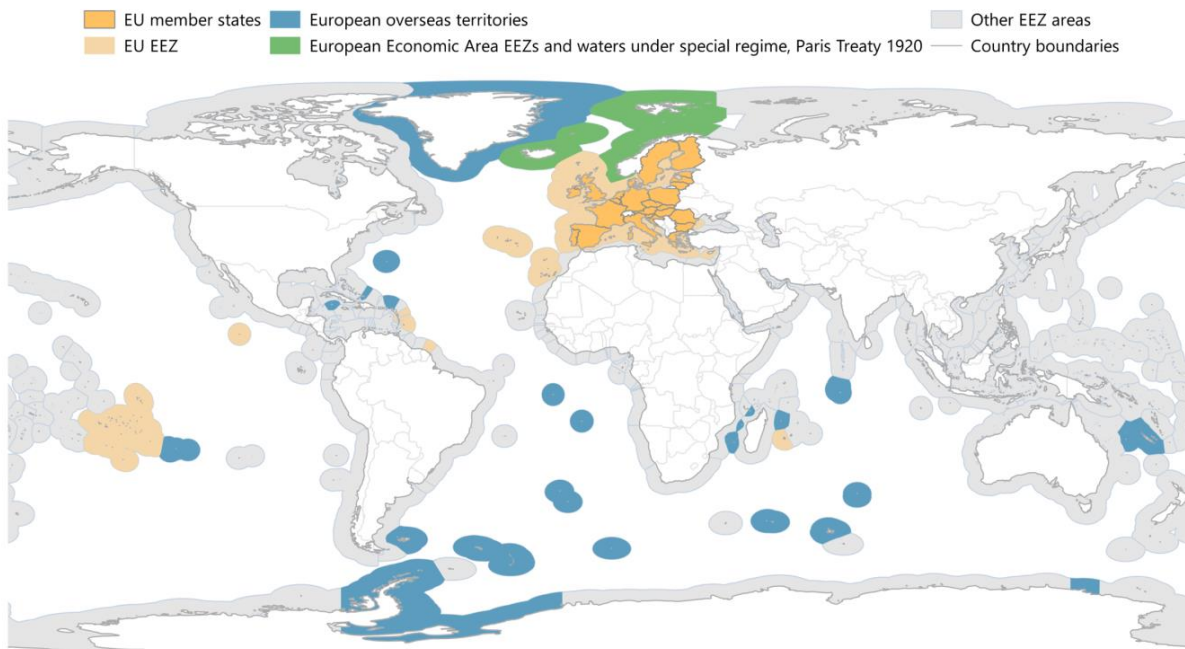


Figure 3. World's exclusive economic zones and the extent of EU's marine territories (source: Author, modified from IOC-UNESCO)

### 3.3 Varying domestic approaches to MSP in EU

Even though there are some common ground on how maritime spatial plans and planning processes ought to be created defined by the EU and HELCOM-VASAB WG as explained earlier, the plans and planning practices vary from state to state. The research I am conducting has an empirical base in the MSP process of Finland, which makes it also preferable to discuss some practicalities of the different maritime spatial planning practices in coastal EU.

There are different perspectives of the role and nature of MSP in the member states, which can be explained not only through the diversity of administrative backgrounds in Europe but also through the temporal aspect of implementing MSP: formerly adopted planning processes look quite different from the ones adopted later. There can either be seen plans that aim to “spatial optimization” of actors in the maritime space or vision-like strategic plans that are forward-looking type of plans in the MSP’s that are implemented in Europe (Kyvelou, 2017).

In Europe, the maritime spatial planning is a young practice with only a few countries that have completed their planning processes and have some experiences of it. Belgium and Netherlands by the North Sea are two of the pioneering European states that have used MSP as a tool to govern their marine areas. In Belgium, the first MSP was implemented in as early as 2004, and now it is already in its third round in the MSP process and the newest plan stands for the years 2014-2020. In the Netherlands MSP for the North Sea region is implemented in 2005. (Drankier, 2012) These early practices has formed the basis to the maritime spatial planning directive.

There can be seen two different approaches in designing the MSP's in Europe. One is the notion of extending the already existing domestic terrestrial spatial planning systems seawards as they are, as there have been done in the Netherlands and Germany for example. The United Kingdom instead has adopted an idea of creating a completely new spatial planning system especially modified for marine environment and treating MSP and TSP as separate practices (Drankier, 2012).

In the Baltic Sea region maritime spatial plans are often managed and conducted by the state authorities. (The European Maritime Spatial Planning Platform, 2018) Usually the responsible ministries are either the ministries of finance or maritime affairs. In addition, the role of MSP in the domestic legislation varies. For example in Sweden – whose national spatial planning system in Sweden is the closest to the Finnish planning system – the maritime spatial plans do have straight legal effects and will direct the general planning in the municipal sea regions (Granit, 2016).

It should be noticed that this research does not offer comparison between different maritime spatial planning approaches. Instead, there is important to pay attention that due the MSP processes are created in each coastal member state according to their legislations and traditions, these practices do vary. This creates ground for contestation and negotiation while making territorial policy integration efforts between these varying regimes. Therefore, it should be noticed that if grounding the research of EU's MSP to domestic practicalities, special attention should be paid in not making too detailed generalisations of the MSP.

### 3.4 Spatial planning in Finland

Despite the various international decision making platforms forming layers to the MSP, in this study I am stressing on the planning processes in which the maritime spatial plans are finally created. Maritime spatial planners are always conducting the plans within a domestic planning regime. These regimes are varying between member states which creates differences to the maritime spatial plans. The empirical part of this research is conducted through the Finnish planning regime. Due it is not possible to fade the out the national planning environment from the MSP practice, it is necessary to present the current legislation and territorial relations in the Finnish planning system.

The jurisdictional ground of spatial planning in Finland lies in the Finnish Land Use and Building Act (Maankäyttö- ja rakennuslaki) (5.2.1999/132) that is the main director of the planning activities. As it stands in the act, the Finnish land-use planning is a hierarchical process with a combination of normative, strategic and directional plans prepared by the Finnish Government (Valtioneuvosto), Regional councils (Maakuntien liitot) and municipalities. In this research, I am only concentrating on the land-use planning of this specific act and for example other regional development practices are left out.

In the land-use planning system the national land-use guidelines (Valtakunnalliset alueidenkäyttötavoitteet) set by the Finnish Government must be taken into account when preparing Regional and municipal land-use planning in where the implementation of these guidelines take practice. The Regional land-use plans (Maakuntakaavoitus), drafted by the Regional councils, are general in nature and take the national but also the Regional land-use goals and strategies into consideration. They set land use development for the medium and long term.

The next stages in the hierarchical spatial planning system are the local general master plans (Yleiskaavoitus) that are drafted by the municipalities within their municipal borders. They are based on regional land use plans and national land use guidelines. The local detailed plans (Asemakaavoitus), drafted by the municipalities, are again based on to the local general master plans and are the most specific land use plans in Finland. In this hierarchical system, the more detailed plan is always the one that is statutory on force (Ministry of the Environment, 2017).



The Figure 4 illustrates the national planning hierarchy, the territories and planning authorities in different geographical scales. The figure also shows the extent of current planning territories in the marine areas.

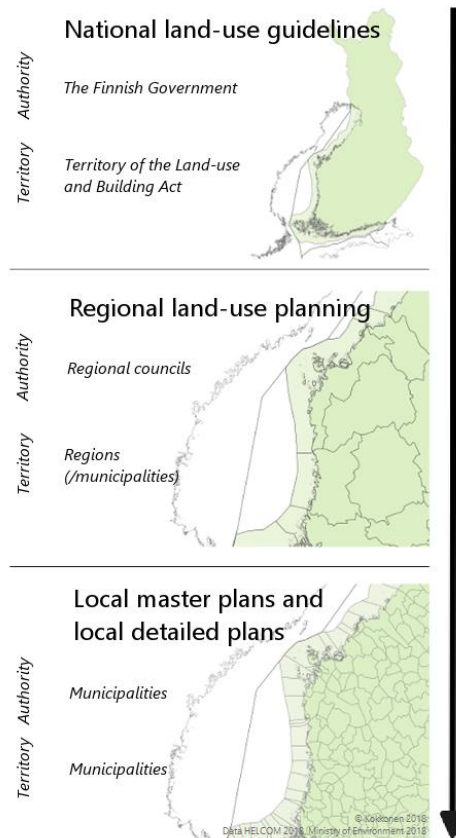


Figure 4. Planning practice in Finland (source: Author)

### 3.5 Planning marine areas in Finland

In order to understand the role of the MSP in the domestic action in Finland, it is necessary to point out that the directive of MSP has not introduced the concept of planning marine areas in Finland. There are several practices by which the marine areas are governed and developed in Finland but in this thesis, I will concentrate only on the Regional land-use planning practices.

Most of the Regional plans cover not only the terrestrial areas but also some coastal areas, archipelago and open sea at the moment (Paldanius, 2013). In addition, all of the Regional Programmes of the Regional Councils with long-term development visions cover the inland areas,

coastal areas and archipelago and in some cases also the open sea areas. In addition, the extensive general plans of municipalities cover both the inland areas and the territorial waters as shown in the Figure 4.

There have been no legal obligation to create land-use planning types of spatial plans in the marine regions in Finland but the Regions have had the opportunity to do so if there was a need. All of the Regions have made some planning in their marine areas and the Kymenlaakso Region in the south-eastern part of Finland has made the most comprehensive plan as part of its preparation to the MSP directive. The approach to planning the marine areas has been to integrate the terrestrial and the marine planning under one regional land-use plan (Figure 5).

Finland was the last country in the Baltic Sea to establish its territory of exclusive economic zone in 2005 in compliance with the UNCLOS convention. Boundaries of the EEZ were negotiated bilaterally with the neighbouring countries (Ministry of Foreign Affairs, 2005). By founding the EEZ, Finland enlarged its jurisdictive territory, gained the sovereign rights to the natural resources of the area and therefore it is now enable to practice spatial planning in the region as well.

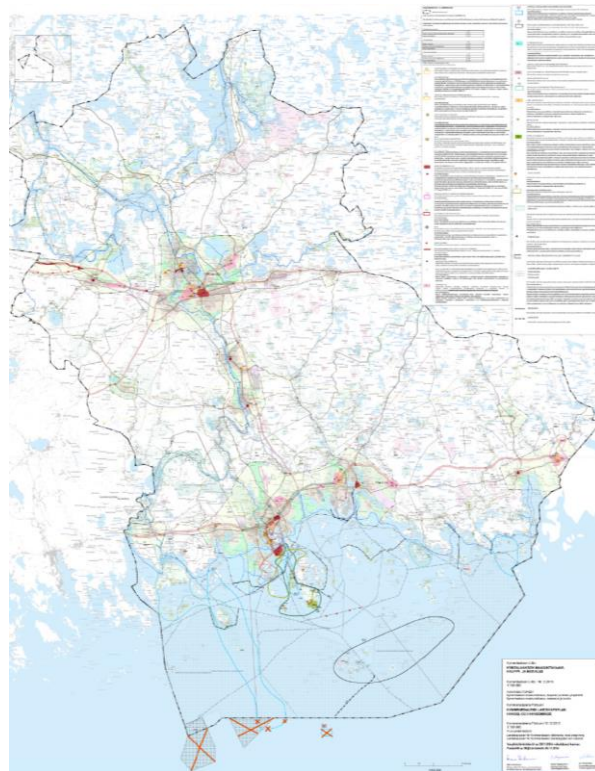


Figure 5. The regional land use plan of Kymenlaakso (source: The regional council of Kymenlaakso, 2013)

### 3.6 Maritime spatial planning in the legislation of Finland

The maritime spatial planning directive of EU is implemented in the Finnish planning legislation and therefore has a juridical ground in the Finnish spatial planning.

According to the Land Use and Building Act, the aim of the MSP is to enhance the sustainable use and growth of different maritime activities, sustainable utilization of marine resources in the marine area and achievement of the good environmental status of the sea (Maankäyttö- ja rakennuslaki 5.2.1999/132, 1999). As it stands in the Act there has to be a consideration of the different needs of maritime activities and pursue to adjust their interests. The Finnish law sets that the activities that has to be considered are at least the energy, maritime transport, fishing and aquaculture, tourism, recreational use, conservation, protection and improvement of the environment. Attention has to be given to natural characteristics, land-sea interaction and to national defence. As mentioned earlier, the maritime spatial plans are produced through various decision making scales with different political aspirations attached to it layer by layer. Those political focal points that are not set in the EU directive but are seen important in the national context of Finland are the recreational use and national defence.

In Finland, there are three maritime spatial planning regions (and in addition the autonomous region of Åland with its independent legislation) that are planned by eight Regions (Figure 6). The MSP's are prepared for both the territorial seas and the exclusive economic zone (EEZ) and are prepared in close cooperation by the coastal Regions. The planning practice has to be inclusive to those actors whose field is considered in the plan and the planners must request comments on related authorities and communities. A statement has to be requested from the foreign ministry considering of the economic zone. (Maankäyttö- ja rakennuslaki 5.2.1999/132, 1999)

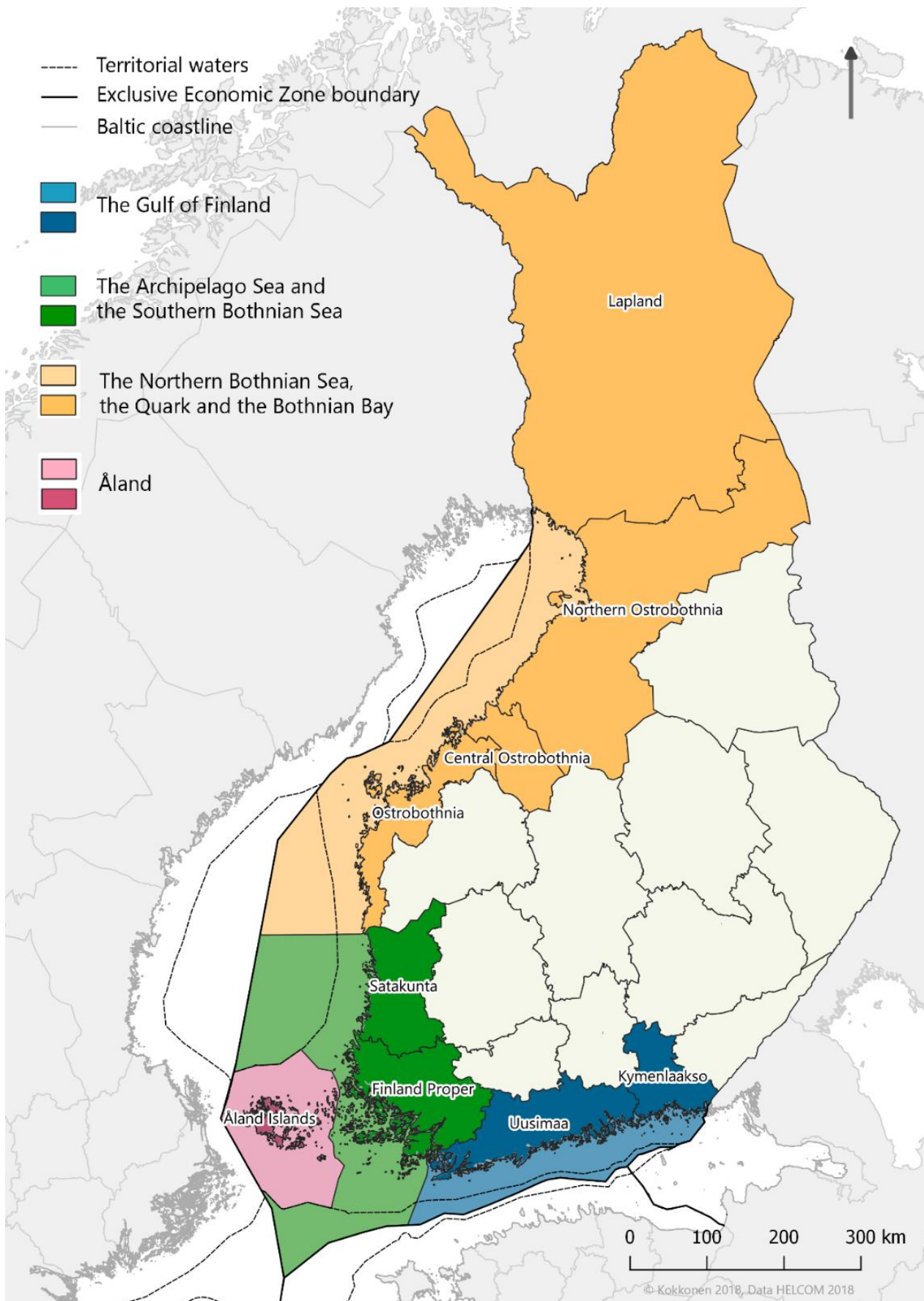


Figure 6. Territories of MSP in Finland (source: Author)

MSP's tend to be formulated as adaptive tools, which can be seen to stem from the unsuccessful outcomes of the traditional legal instruments in managing comprehensive environmental questions (Soininen & Hassan, 2018). This trend can be seen in the Finnish legislative context as well.

The question of how the MSP policy applies into the spatial planning tradition in Finland is not a simple one to answer. If looking at the law itself the maritime spatial planning is not part of the planning hierarchy and is an isolated practice according to the Act (MRL 5.2.1999/132). It is set in MRL that the Regional Authorities must draft the maritime spatial plans but there are no issues of order of how these plans should be taken into account in authoritative action.

However, maritime spatial plans are to be considered as notable background data in projects that the plans might concern. Since there are no further definitions of the usage of the plans, it creates a situation, where it is always an unpredictable political choice whether to use the MSP's as background data or not. It can be interpreted that effectiveness of the prepared MSP's is based on the cooperation between authorities and other parties and on their possible commitment to take the MSP's into account in their administrative action.

The MSP's are "in a grey area by their legal state" which is forming a challenge in practicing "good governance" because these plans realize in practice in ways that are actually jurisdictionally unforeseen (Kulla, 2017). Good governance refers to a set of legally binding ethical principles that guide every authoritative action. Such principles are grounded in for example publicity of administrative action, right to be heard, right to get validated decisions, and the right to appeal (Mäenpää, 2008).

The maritime spatial plans are legally binding for example in Sweden. This alternative was also considered in Finland, but it would have caused heavy administrative actions (Kulla, 2017). First, when preparing legally binding plans to the exclusive economic zone the state is obligated to report it to the European Commission. Secondly, the state is the responsible body of the exclusive economic zone so if the Regional authorities made legally binding spatial plans to the EEZ it would cause complicated proceedings between the regions and the state. The MSP was therefore decided to form as not legally binding, "medium hard" policy instrument that is tied up to the legislation by the obligation to consider it in other administrative decision making processes, in other words as a background document for other planning processes. The influence of this kind of policy instruments are often found years later when looking at their application procedures.

Planning marine regions is not a new concept in Finland. The emerging maritime spatial planning according the EU directive is expanding the territory of planning though. The Figure 7 shows the territories of planning that take shape due international conventions and national planning legislation.

The United Nations Convention on the Law of the Sea defines the extent and quality of marine territories: marine waters are divided into internal (from coastline to the baseline) and territorial waters (max 12 nautical miles from the baseline), exclusive economic zone (max 200 nautical miles from the territorial waters seaward) and international waters. There are no international waters in the Baltic Sea that means of exclusive economic zones of states are neighbouring.

The EU directive-based maritime spatial planning covers the territorial waters and the exclusive economic zone of Finland. MSP is set in the land-use and building act but also in the Act on the Exclusive Economic Zone that has been without planning practice so far. The Act of the Exclusive Economic Zone sets that the Finnish government grants permissions if the territory of the EEZ is wanted to be utilized in commercial purposes. (Laki suomen talousvyöhykkeestä 26.11.2004/1058.2004) The MSP is made according to the national land-use guidelines so I argue that the territory of these guidelines expand also to the EEZ because of MSP as drafted in Figure 7.

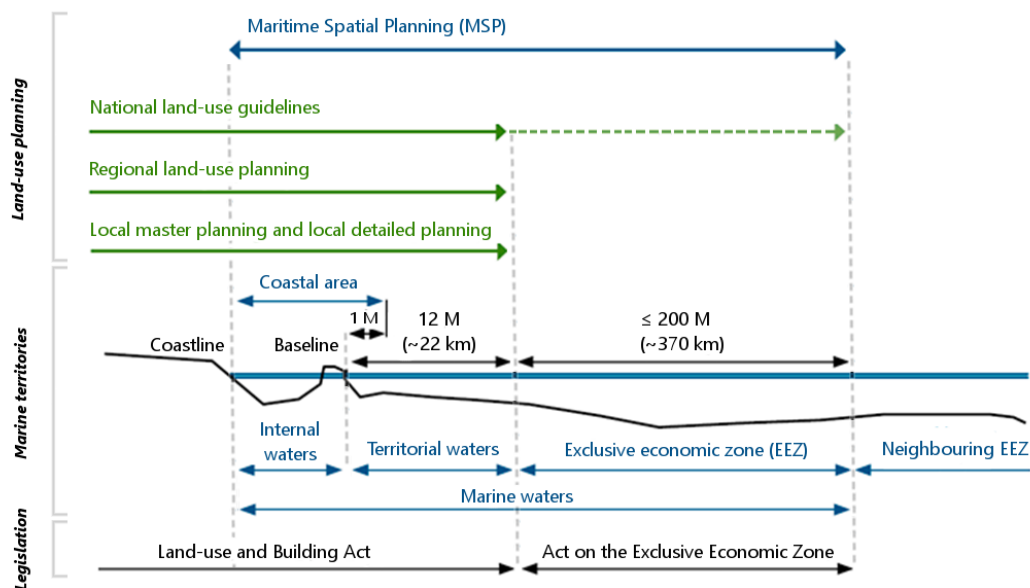


Figure 7. Territoriality of marine planning (source: Author, modified from Kaituri et al., 2017)

As to conclude the third chapter, due the special historical position and biophysical characteristics of sea, the MSP cannot be understood only as an EU action or domestic action, but as a policy that is created in political processes in many scales of global marine governance and is also affecting variously if looking at it from different scales. But in order to research especially the EU's MSP, the scalarity of marine governance needs to be understood as the ground of the process.

The Figure 8 presents a simplified illustration of the most evident decision making scales that form the ground for practical spatial changes in the physical world. The maritime spatial planning origins in the global decision making stages of UN, in where the extent of domestic waters – and therefore extent of MSP – are agreed. In addition, maritime spatial planning has its roots in other international agreements in a global geographical scale (see Appendix I). EU has a major contribute in MSP due its directive, and its regional intergovernmental decision making bodies HELCOM and VASAB that help member states in implementing EU agendas, but also take a stance in the regional development as well. These scales further guide domestic implementation of MSP. As we see in the Finnish MSP legislation where Regional councils have been given the political mandate to formulate maritime spatial plans in practice, the decisions agreed in international stages are again modified so to steer national political interests at the same time. More of these interests are articulated later in the results.

What makes the Figure 8 simplified is that the decision making scales are not as straightforward as presented. In addition, it should be noticed that the marine governance is not to be understood only as hierarchical and vertical top-down processes, but as social negotiation platforms of varying interests. The Figure 8 therefore illustrates those political stages that have some kind of spatial interest towards this research's object – the marine space of a certain territory. In this research, I do not analyse the agendas of all of these actors, but instead I am focusing particularly to the spatial interests of EU due its strong presence in global arenas of marine politics. It has to be noticed that presenting governance scales as they have been, the object is not to take scales as such, but help to structure the social processes in an understandable manner.








Geographical scales	Actors	Steering Policies
Global 	The UN/ IOC-UNESCO	e.g. UNCLOS, IOC manuals and guides
Continental/ Europe 	The European Union	e.g. MSP Directive 2014/89/EU
Regional sea/ the Baltic Sea 	HELCOM-VASAB MSP Working Group	Guidelines of ecosystem-based approach and transboundary co-operation
National/ Finland 	The Finnish Government	Land-use and Building Act: National land-use guidelines of Finland
Regional/ the Regions of Finland 	The Regional Councils of Finland	The Maritime Spatial Plans

Figure 8. Stages of negotiation on MSP matters (source: Author)

In this research I am interested in the EU's maritime spatial planning process as a policy that constructs the understanding of the territorial entity of EU. Therefore I am concentrating on the interests of EU through the MSP directive. I argue that in the end, it is the domestic stages where this kind of territorial understanding takes practice. Therefore I am researching the MSP process in the territory of Finland as an example of one kind of domestic adaptation to the MSP directive. Because I am interested in the spatial creation of EU, the domestic MSP process is fundamentally looked at through that perspective.



## 4. Research design

### 4.1 Methodology

Methodology, or the “tools and approaches used to conceptualize and investigate specific objects of analysis” can be explained by ways of theorizing and observing the world, constructing knowledge (by measuring or interpreting), operationalizing decisions and deciding how to sample the world (Gomez & Jones, 2010). There have been several methodological paradigms in geographical research that are used to explain the some hegemonic philosophical starting points of research. Every methodology has their ontological and epistemological backgrounds that refer to the philosophical roots of existence and the understanding of knowledge.

This research aims to broaden the methodological spectrum of maritime spatial planning research. Studies of the MSP tend to be formulated by having a positivist knowledge-constitutive interest (Habermas, 1981). Explanation to this can be that by those pioneer studies are conducted in order to help creating the MSP policy in the practical level and some of them are funded by EU to fit that purpose.

Instead, in this research I am conducting an interpretative policy analysis and situating it in the sphere of critical geopolitics and its discourse emphasizing social constructionist wing. The viewpoint I have in this research follows the approach of interpretive research tradition that stresses meanings and representations (Peregrine Schwartz-Shea & Dvora Yanow, 2014). Meanings are not seen universal and objective but to be generating from subjective standpoints (Cloke et al., 2004). The objective in interpretative policy analysis is to understand political processes through empirics: meanings of such processes are becoming structured in the practical level (Leino & Häikiö, 2014). Instead of gathering factual information of the MSP policy this philosophical approach to science provides tools to understanding rationalities that guide the policy formation and the way it is practiced.

The interpretive school of political research emphasizes questions regarding actors, argumentations and views that are presented. It also gives priority to understanding visible and invisible conflicts between actors (Leino & Häikiö, 2014). In this research, I am interested in the MSP policy of EU by looking into how the policy is operated in practical level. I am also pursuing to understand

existing contradictions and potential conflicts between actors, non-actors and stakeholders in the MSP policy.

My viewpoint in this research is that spaces of EU are socially constructed through the production of spatial imaginaries – in this research as the construction of European marine space as an essential division of the EU's spatial entity. This notion is produced in the social interaction in the spatial planning efforts of EU that includes on one hand the political formulation of spatial policies but also spatial policy integration efforts practiced in the domestic regimes. Practising the spatial policies of EU creates these imaginaries, although they are constantly contested and negotiated through social action in the domestic sphere (Delanty & Rumford, 2006). Therefore, I understand Europeanization as fundamentally a social process, which leads in the creation of the EU entity through these political processes of space.

The purpose of this research is to examine Europeanization through the new maritime spatial planning policy of EU. As presented earlier, Europeanization is realized in a domestic sphere and the MSP policy appears in institutional environment, which suggests that the MSP policy is useful to study in national regimes. Interpretative research is grounded in qualitative empirical data (Wagenaar, 2011) and language is seen as essential form of social action and as a key tool of producing realities. In this research, I am defining discourse being as much as language as practice (Müller, 2008). The idea of conversations and debates stems from the hermeneutic traditions (Peregrine Schwartz-Shea & Dvora Yanow, 2014). In the empirical part of the research my objective is to interpret how the entity of European marine space is produced through EU spatial planning. Although by defining the value basis of the maritime spatial planning practice, the MSP directive leaves room for domestic variation. Therefore the different implementations of the directive construct the imaginaries differently. In more detail, I am researching how the maritime spatial planning policy of EU is constructed in domestic regime of Finland and interpreting the extent and meaning of policy integration in the Finnish MSP.

Culture plays a key role in social constructionism and it is seen as the context of contestation and negotiation of different social realities. It sees the world as dynamic and constantly changing, and therefore the approach tends to explain world through networks and mobilities. While emphasizing networks of change on one hand but imaginary entities on the other it often assert relational politics, that is “the social practices which comprise networks and movements and understand these practices to exist in global spaces” (Delanty & Rumford, 2005. p. 15). In other words, it recognizes

political territorial imaginaries with constant flows of cultural and social interaction in and between them. I have chosen to follow the territorial policy integration aspect in MSP as an action in which political targets and meanings of EU's MSP policy are materializing. In other words, this action produces the meanings of the maritime spatial planning and is not power neutral in any way. Actions of policy integration create and steer the social networks in which constructions of space is created.

Social constructionism stems from the traditions of social sciences that recognize science as part of the society and the role of the researcher as double hermeneutic (Giddens, 1987). At the same time as the researcher tries to understand the world, the researcher is at the same time an active producer of the world through shaping its social realities with the socio-cognitive dimensions of imaginaries and frameworks that are created through discourses (DiMaggio, 1997). In research context, they are created between the researcher and research subject and "precisely through the encounter *between* reader and author". This approach recognizes that due meanings are subjectively produced; they are actively being produced through conversations on one hand between the researcher and the research subject but on the other hand in different discourses of researchers.

In this research, the concept of scale is evident, and also due the double hermeneutic standpoint as my approach to it is useful to describe. I have introduced EU's maritime spatial planning and the different stages of marine decision making as effecting to a certain space in a scalar manner: the marine territories of Finland have been influenced by actions conducted in the scales of the state, Baltic Sea Region, EU and the global scales for example the UN. Instead of seeing these scales as fixed and hierarchical or as the subject of the research per se, my view has been to research those socio-spatial processes and networks that can fundamentally be seen to produce but also be affected by scales. In addition my point of view has been that "[p]olitical projects and initiatives are generally about exerting influence and control over particular areas of social activity and public policy rather than the command of scale per se" (MacKinnon, 2011). It is important to notice that even if scales of national and international for example are rather contested concepts in this methodological view, other scales than what is the immediate research subject are taken as such in the language of this research though. In other words, this research focuses on the social planning networks of the Finnish marine territories, and other networks are condensed into scales in order to understand the research's interest better.

## 4.2 Materials

The methodological approach of social constructionism and the interpretive policy analysis leaning on hermeneutic traditions emphasize proper contextualization of the research subject. Therefore, in this research I used both primary and secondary materials. The secondary data has been constructed by various sources, but as the primary material is data that I gathered for this research. Both of these materials were qualitative by nature.

The secondary data used in this research consisted first of all of those policy contexts (e.g. legislations) that I have already presented in the previous parts of this research and for that reason to which I am not concentrating further in this chapter. In addition, the secondary data consisted of officially published documents of the Finnish MSP that I have compiled in the Appendix II. While the Finnish authorities have been creating the new maritime planning system in the Finnish planning regime, the official publications brought out to public contain produced information of its background and knowledge base. There are also presentations given in planning events that are for communicating of the MSP process to public. Both sources are openly available online in written form on the websites of the Ministry of Environment and the official website of the Finnish maritime spatial planning. Like every organization in society “have particular objectives in obtaining, processing and presenting information and particular interests at stake” in its informational contents (Cloke et al., 2004. p. 42), this research material does not make any difference in this sense. The secondary data I used has been produced very recently within few years, so it reflects the current political tastes.

The secondary data formed the ground to the primary data of this research. As primary data, I used five transcribed interviews conducted to the Finnish authorities that construct and conduct the maritime spatial planning process. In Finland, there are three maritime spatial plans (excluding the MSP of Åland in this research) conducted by eight coastal Regional Councils. The Ministry of Environment is orchestrating the whole process in addition to its responsibility of cross border interaction. My presupposition was that the Regional Councils and the Ministry of Environment have different perspectives to MSP so I chose to use opinions of both as primary research material. There are also other parties working with the MSP in Finland but they tend to work in more segmented projects in their own fields mainly as producing knowledge that is used in the MSP. In this point of the planning process when the plans are not been conducted, the network of these other parties is not beneficial to study yet due it is still changing constantly.

These five interviews represent the coordination group that holds approximately a few dozen Regional planners and one representative of the Ministry. The amount of interviewees I chose is relevant because the MSP process is under preparation so the interviewees had experiences only on the collaborative preparatory work that they have conducted this far as a group. In this point the interviewees were able to tell about the future expectations and values linked to MSP. My grounding idea is that since these officials have prepared the MSP process in a close cooperation with each other, they may have gained some kind of “hegemonial” understanding (Bogner, Littig, & Menz, 2002) of the MSP. I also suggest that the amount of interviews represent the relations inside the MSP coordination group. In addition, my presupposition was that these authorities have information about the maritime spatial planning process that is not yet published (as for me to use as secondary data) and such insights of the MSP process that no one else yet has.

It is notable for the primary material’s validation, that the very same Regional planners do conduct both the Regional planning and the maritime spatial planning in practice. This group also creates the MSP process as a whole in Finland. The values and expectations of this small group of people are important to study because they are materializing in the contents of maritime spatial plans also through Regional planning.

In addition, since I look the maritime spatial planning as an EU policy containing EU’s spatial aspirations, the chosen research group hold a key position as a link between the domestic and EU politics. They are the ones interpreting the agendas given in the MSP directive and in which way they are realizing in the plans and in the physical world. Therefore, it their job to carry out EU and its sphere in the domestic planning regime in practice of which results are dependent on their interpretations.

This group also is responsible for the cross border collaboration efforts of MSP. Healey (2006, p. 29) summarizes the current perspective to planning as “[p]ublic policy, and hence planning, are thus social processes through which ways of thinkings, ways of valuing and ways of acting are actively constructed by participants”. In the MSP these participants are domestic planners but due the structure of the MSP process the social processes are cross border by nature. Therefore in this research meanings of MSP are produced in cross border socialization platforms that can be studied though the planners that participate in them.

The gathered research material – both the primary and the documents in secondary – highly represents the authorities' values and expectations that they direct to MSP. In other words, it represents the images they have constructed of MSP during the preparation process. I find this supporting the social constructionist perspective, which can be found throughout this study.

### 4.3 Methods

In this study, the primary research material was gathered by interviewing those authorities that are responsible for the Finnish maritime spatial planning process and planning. I used a semi-structured interview method, and more specifically the theme interview (Hirsjärvi & Hurme, 2004). I chose this method in my research because it is a useful method when having some conceptual basis, but it leaves space also for new discoveries instead of testing clearly defined concepts.

The themes of the interviews were formulated based on the secondary data. I used the policy integration perspective as the approach when producing the interview questions, but due the novelty of the researched topic, new information was expected to occur in the interviews so I kept the interview structure flexible and changed the interview questions when new interesting perspectives emerged. The interview structure was almost equal to all interviewees but there were some questions presented only to the Ministry of Environment due its different angle to the MSP. Every interview was conducted in Finnish.

Since the group from which the interviewees were chosen formulate the planning process in Finland, my grounding view in this research is that it is their personal opinions that will reflect to the planning process and shape it through negotiating different perspectives. The development work of the Finnish MSP process is still in progress and at the time of the interviews, only a few preparatory agreements of the Finnish MSP were made amongst the planning Regions. Most of the interviewees did find it hard first to discuss about the Finnish MSP due the lack of signed agreements between planners, but I encouraged the interviewees to present their own personal perspectives of the MSP in the interview situations. I assumed that the discussions would for that reason vary greatly, but instead they appeared largely as surprisingly similar. Even though lack of fixed agreements on the Finnish MSP during the interviews, this may be explained through continuous cooperation efforts and its unifying impacts articulated later in the results. In addition, I

suggest that the executed amount of interviews represent the relation of the interviewee groups in the MSP process. Therefore, I found that five interviewees were adequate in this research. For the analysis phase, the interviews were transcribed into written form.

#### 4.4 Analysis

In this research I am interested in searching meanings that the Finnish MSP process formulators and planners attach to the policy. In order to do so, the context of the policy's implementation was necessary to understand. This strategy was chosen on one hand in order to create a comprehensive understanding from the research subject as emphasized in hermeneutic tradition, and on the other due the lack of former knowledge on the subject matter (Peregrine Schwartz-Shea & Dvora Yanow, 2014).

The analysis was started by conducting a preliminary analysis of the secondary material – more precisely from the conceptual discourses, the EU's MSP directive, official publications of the Finnish MSP and legislation affecting to MSP. By doing so, I was able to form an overall image of the political trends and goals both in EU and in Finland affecting MSP practice. In a more practical level, I was able to create perception of what are the interests that EU tries to endorse through MSP, and what are the interests attached to it while formulating the domestic legislation instead.

The notion of policy integration efforts rose up inductively from the directive and the official material that I then mirrored to the conceptual discussions of the policy integration. After getting familiarized with the conceptual discourses on policy integration, I went through the secondary material more systematically and thoroughly. The analysis of this material consisted on searching traces of the territorial policy integration efforts both between national maritime spatial planning territories, but also between territories across boundaries. As presented earlier, the policy integration efforts serve as to find the networks and platforms in which meanings of MSP are formed. The knowledge gained in this preliminary analysis was used as the ground to the primary analysis: the territorial policy integration concept formed the basis to the interview questions.

After transcribing the interviews, they were analysed with a deductive manner by searching for the meanings that the interviewees gave to the MSP. The gathered data was analysed through frames of discourse analysis in order to search meanings of the official language of the policy. My objective

was to display the shared experiences and the tacit social proceedings (Müller, 2008) of the interviewees in order to understand the MSP process. In addition, critical perspective of discourse analysis was also taken in order to find underlying meanings regarding power relations and efforts of producing dominance (van Dijk, 1993) through MSP policy. However, the analysis was not strictly tied to the defined concepts, but there were also room left for other relevant points that arose from the transcriptions.

In the very practical level, the interview transcriptions were processed by detaching key elements of the transcriptions that I subjectively found containing traces of the above mentioned shared experiences and power relations. These traces with notable similarities were categorized for further interpretation.



## **5. Results**

In this research my overall objective is to understand, how the 'EU'rope as a territorial entity can be seen to be shaped through the structure of the maritime spatial planning policy and through the meanings the planners attach to it.

In this chapter, I am going to present the results to the research questions 1) What are the key features of EU's maritime spatial planning policy and 2) In what ways it can be considered as one dimension of Europeanization of space.

Regarding the hermeneutic traditions of understanding the context of the research subject, this chapter provides an analysis of the national and regional dynamics in the Finnish maritime spatial planning process first. The analysis provides understanding of Europeanization process and how EU is interpreted in a domestic context that is summarized later in this chapter.

## 5.1 Key features of the MSP in Finland

### 5.1.1 Finnish Regions as the domain of the MSP in Finland

According to the interviewees' experiences so far, the EU's maritime spatial planning directive is implemented differently in Finland than in the other Baltic Sea countries. The interviewees explain it by the Finnish planning tradition which already includes marine planning due the archipelagic geography of Finnish marine regions.

#### *Interviewee*

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- 2      *"this is a special character [in the Finnish MSP] that we already have planned marine regions for really long time and they are especially these Regions that have planned them. Elsewhere [in the Baltic Sea] the marine territories are usually governed by the states right from the coast-line"*
- 

- 1      *"I think that in Finland more than in any other [country] the Regional plans and this maritime spatial planning are overlapping"*
- 

As seen in the following examples, the interviewees present the maritime spatial planning process as a project of the Regions in Finland. This is presumed to be caused by the planning traditions of Finland, and is described as a natural continuum to it. It was argued that due the existing planning legislation and planning traditions in the Regions, they already have the needed know-how to conduct comprehensive, participatory and integrative planning processes compared to if the MSP was conducted by the State instead. The current planning processes (such as stakeholder participation) of Regions directed by the Finnish planning legislation were seen enough to cover also the new MSP process with no need to create new kinds of practices especially for the MSP. In addition, it is presented as natural by both the Regional planners and the Ministry of Environment that the MSP is conducted by the Regions due the State does not have a planning mandate or a competent authority to conduct spatial planning. In addition, the municipalities were not seen that interested in the MSP due its regional scale was seen as too broad for their interests. Overall, it was seen that the Regional Councils' planners are experts in the Regional matters, and the possible

efforts of the State to plan Regions' territories was seen as to interrupt the perfectly functioning status quo.

#### *Interviewee*

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- 4       *"-- because we have a good dialogue tradition in the Regional planning, I mean not conflict free but the opposite -- I see that there could be a less sectoral perspective achieved. If it was a governmental officer who would do this kind of plan, I don't know if s/he would be able to let go of that kind of ministerial perspective -- and the dialogue would be more from the State's perspective."*
- 

- 2       *"-- our [Regional] planners are real planners so that they don't have to learn how to arrange a participation event for the first time, how to do the invitations, this is something that doesn't require any discussion here [in Finland] at all. -- and it is safer because these Regions' planners are used to handle comprehensive knowledge and integrating."*
- 

- 5       *"I believe that we are closer to the interest groups with this kind of process. [There was one] national park planning process which was State-led, and it surely amazed that when we have all our legislation sections on the interaction in planning, that how the State can take also big planning processes forward with only a little interaction."*
- 

The exclusive economic zone that has formerly been without any spatial planning in Finland is divided into three maritime spatial planning territories in the MSP process (Figure 6, Figure 7). These territories are intended to plan in a common understanding between the Regions according to public statements and working instructions (see Appendix II). Despite this, Regional territorial boundaries do exist in the planners' speech. The planners I interviewed portrayed that there were also Regional boundaries existing not only in the territorial waters where Regional planning takes place, but also in the EEZ even if it is not set in legislation. In other words, the EEZ was not considered as shared planning territory of those Regions that are preparing mutual plans, but either "Region's own territory" or "neighbouring Region's territory". The planners took this perspective especially when talking about the possible utilization of the EEZ that does vary regionally. According to the interviewees the pressures of using the EEZ can be grown mainly in the Gulf of Bothnia due the sea is shallow enough for utilization and the area is also considerably large comparing to the Gulf of Finland or the Archipelago Sea. However, the Regional planners I interviewed were not practically interested in any other piece of the EEZ than the territories

connected to their Regional borders otherwise than if developing it would create some negative impacts to their Regions' territory. Through this kind of perception and informal action, the planners are handing over the governing power of planning EEZ's to other Regions even if they could juristically keep it also by their selves. However, they can more extensively decide the use of "their own" piece of EEZ through this kind of informal action as well.

The maritime spatial planning process is a separate planning process of the national land-use planning hierarchy in the legislation and is juristically treated as process of knowledge creation. In practice, the MSP process and its outcomes will be closely tied to the Regional planning. The tight bond between these two is because of they are conducted by the same planners and they share the same knowledge base (see also

The Table 2 summarizes the above presented horizontal efforts of national and transboundary integration in the Finnish MSP policy that the MSP directive has brought with it.). In addition, these planners are in a key position in creating the MSP process structure in Finland. At the moment, the knowledge that has been gained in Regional planning is used to form maritime spatial plans, and in the next planning round the knowledge that has been gained in the MSP process is again used as the basis of the Regional planning.

#### *Interviewee*

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- 1        *"In a way the target group of the whole work are us [Regional planners]. -- surely we are working on the municipalities' mandate together with the interest groups and everybody gets their voice heard, but the main user group in the future will be the Regional planners."*
- 

- 4        *"it may be hard for actors and stakeholders to perceive when they are in the MSP process and when in the process of Regional planning"*
-

As to conclude the above, the MSP is a scalar process with various decision making layers and so the Finnish MSP consists of perspectives and aspirations that add benefits to the national politics. The domestic maritime spatial planning practice is agreed to be a process of the Regional Councils, which is a unique feature in the Finnish MSP comparing it to other states' proceedings as MSP being mainly state-led. Therefore, it can be said that the benefits the MSP increases are clearly for the favour of the Regions. At the same time, the MSP is reinforcing the power of the Regional perspective in domestic planning, but it can also signify the future tendencies of power relations in the marine territories in general in favour of the Regions. Since the EEZ has formerly been a territory only under the governance of the state, through the MSP practice the decision making power will be distributed between the state and the Regions even if it is a territory juristically beyond the territories of the Regions. When considering the relations of the Regions, juristically the exclusive economic zone is a new kind of shared planning space of them. However, they are associated as continuums to the Regions' marine territories in practice.

As mentioned earlier, the Finnish legislation of the MSP creates uncertainties to the juridical position of the practice, which is therefore complicating the actions of authorities according to the principles of "good governance" (the legally binding ethical principles guiding authoritative action) (Kulla, 2017). Therefore, the role of the maritime spatial planners is significant in how MSP is realizing in practice and in which purposes the practice is used.

The conductors of the MSP interpreted the juridical position of MSP as creation of background information for other planning processes and most of all for the benefit of Regional planning. This new information is described to be formed by combining already known information and data in new ways. Despite that creation of any information always consists power and is constructed for the benefit of someone or something, in this case the information created in the MSP process was seen as power neutral. The interviewees did acknowledge conflicting perspectives of different actors in MSP and valued the mediation process, but the background information itself was taken as a true representation of the world, and power was seen to be located elsewhere in the process.

2        *“The benefit will be that there will be new information created when different actors combine and know each other’s knowledge – – and this also adds new information for other planning as well”*

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3        *“This [MSP process and plans] is information and you cannot appeal from information. Or you could say that it is fake news or something, but it is of course checked and researched.”*

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5        *“It is more of informative registration which is then guiding our doing”*

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On the other hand the MSP was at the same time described as process of creating Regional politics by structuring regional strategic objectives in the planning process that were seen to be formulated based on the above mentioned power neutral knowledge base. The MSP process consists for example of projects regarding future scenarios of Finnish marine territories and strategic production of the national and Regional Blue Growth profiles that drive for increasing economic activities in the Finnish marine territories (see Appendix II). These projects can though be straight considered as political negotiation processes. The obvious objects of these political processes are the marine areas, but due strong interaction aspirations between land and sea functions, the interviewees described the MSP process in a way that it can be expected to affect politically both the sea and the land.

Due the MSP is a collaborative process between Regions, every Regional council participating in a plan has to agree on that plan as a whole – including the parts of the plan that does not consider their own territories. While it seemed that this was accepted without a hesitance in Regions that did not really find themselves as competing with their planning partners but rather supporting them, it appeared as notable point when the neighbouring Regions had unequal power positions in the national regional politics.

- 4        *“MSP is a new process or tool to create regional and national – – marine vision in our national action which appears regionally, but it is also creation of marine politics.”*
- 

- 3        *“it is clear that [when outlining big projects in the plans] it has a strategic stand – – so there will be euros put that are away from the rest of the Region’s development.”*
- 

- 3        *“It is interesting that [our] Regional council will take a stand and decide on the land-use [of the neighbouring Region].”*
- 

Even though fixed territories with varying regulations exist as presented earlier, the plans are going to be formulated as flexible and adjustable according to the interviewees. It is emphasized that the plans are long-term visions or *“spatial expressions of strategic objectives”* (5) rather than detailed and restrictive land-use plans, and shows signs towards considering marine space as relational rather than territorial.

In addition, the planning process itself is designed to be flexible and open to change. This together with the legal unpredictability of the MSP can make it difficult to supervise the practice and influence in it as a stakeholder. It also opens up possibilities to use it to reinforce changing political views according needs. The interviewees saw the Regional planning as legally heavy process where new ideas are hard to propose due exhaustive appeal procedures. Due the MSP has no straight legal effects with no right to appeal against it, the planners I interviewed envisaged that it would be easier to introduce new and perhaps even radical visions to MSP compared to the Regional plans.

The form of the MSP process is also explained by the will to create a process that does not only duplicate current practices but create a process that also produces new kinds of benefits to the national sphere. It can therefore be interpreted that the MSP directive and its implementation is not only seen as carrying out EU’s interests, but is seen as an opportunity to strengthen national and Regional interests.

- 2        *“The planning process is not at all defined, so the maritime spatial planners can define it themselves. – this is how the process looks like in this round and surely it will develop all the time. – it can be that in the next round it [the planning process] doesn’t necessarily have to be similar, and there can be updates made”*
- 

- 4        *“this MSP process enables freer development, envisioning or strategic directing due the perspective in Regional planning is more legal”*
- 

- 3        *“there can all sorts of questions dealt more openly and more easily [than in the Regional planning] – when drawing up Regional plans that have legal effect – there are strict limits. We have our hands tied about how far we can go, but there [in MSP] may questions be brought up in a different way”*
- 

- 2        *“we have tried to design [the planning process] so that it will meet the demands of the directive and also so that we are getting something more from it”*
- 

As to conclude, the same planners will conduct both the Regional planning and the maritime spatial planning in practice. These planners will also create the whole MSP process in Finland. Therefore their values and expectations are important to study because they are materializing in the maritime spatial plans. The planners wish that the MSP could provide a platform for that kind of strategic visioning that would not be possible in the Regional planning due the heavy appeal processes. Due its legal position as a background document, MSP has to be considered in every marine related action, projects and planning in Finland though.

As mentioned earlier, even with emphasized as a concept, the integration between marine and terrestrial planning systems has not been researched yet. In Finland, there is an emphasis on that national territorial integration is conducted on one hand by coordinating different maritime spatial planning territories, but also linking MSP’s to terrestrial planning. According to the Ministry of Environment, it is challenging but also important to integrate planning processes of the marine areas especially to the planning processes of the Regions. The regional planning scale is seen as the most important scale when integrating different uses in the marine areas (Paldanius, 2013). When planning the open sea, archipelago, coastal regions and the inland areas the planning integration is



especially important in Finland due the vast areas of archipelago (Paldanius, 2013). The integration is articulated to be carried out by managing these regions as a planning entity.

In Finland, the coastal Regions and the Ministry of Environment have founded a coordination group in order to prepare nationally coherent maritime spatial plans. Regions in Finland have had some common planning for example in trans-regional transport matters, but working together in marine related issues in this extent is a great novelty. The coordination group meets regularly that is once a month in the current planning phase. So as the plans prepared as coherent, it requires agreements of the future development of the Finnish marine areas that is now formulated in the processes of the coordination group. It can be therefore interpreted that the coastal Regions together hold the main strategic decision making power over the Finnish marine territories in the future after the national land-use guidelines.

The interviewees saw that the cooperation with other coastal Regions will enable knowledge sharing between these actors and maritime spatial planning process can therefore be seen to bring the coastal Regions to closer cooperation with each other in general. The close cooperation was seen as a good opportunity to reflect how planning was conducted and resources was used in other Regions in order to pick out the best practices from each other – both in maritime and terrestrial related matters. These learning processes were imagined to possibly unify Regional planning practices in the coastal Regions in some extent also beyond the marine dimension also in the terrestrial environment.

#### *Interviewee*

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- 1        *“[MSP] is an expression of the mutual will [of Regions that create MSP together] of in which direction the land-use of the marine regions can be taken in the future. Therefore in the next [Regional] land-use planning rounds it may lead to that – it unifies our [Regional] planning between our Regions.”*
- 

The maritime spatial planning is looked as a coastal project in Finland. While the coastal Regions have enlarged their planning territories and strengthened their position in the marine planning due MSP, the inland Regions are excluded from the coordination group. There can be conclusions

drawn that the planning of marine spaces of Finland (including the non-Regional EEZ) are seen as Regional matters but exclusively matters of coastal Regions while the inland Regions can participate as stakeholders in the participation processes even if they had interests of their own in the marine areas. In addition to creating Regional politics, the interviewees represented maritime spatial planning as creating also *national* vision that is materializing in Regions' territories. I see it though that the only national aspect in Finnish maritime spatial planning comes from the National land-use guidelines to which the MSP's are based on (Figure 9). While containing national aspects (and for example EU's and UN's aspects as well), there are inevitably coastal Regions' political aspirations materialized in the plans due the Region's planners have formulated the planning process. Therefore, when thinking of the domestic dimensions of MSP, instead of a national project I would rather call the Finnish MSP a political tool for the coastal Finland.

Extension of spatial planning into the new planning territory of EEZ brings changes to the domestic planning as illustrated in the Finnish context in this research. There has not been any structured planning practice in the Finnish EEZ this far, so directing spatial planning practices to it is one of the major novelties of the MSP in Finland (as it is also in the whole Baltic Sea region). As it stands in the Finnish legislation, the exclusive economic zone is a territory of the State, but at the same time now a space of collaborative maritime spatial planning of the Regions. As presented earlier in the Figure 9, the Regional planning in the marine areas reaches only to the territorial waters whereas the MSP covers the territorial waters but also the excluded economic zone as the only planning practice. What is then changing is that the MSP of EU expands the national planning territories to the outermost borders of states and converts the EEZ from a "buffer zone" into coherent spatial planning territory which are neighboured by other state's spatial planning territories.

The maritime spatial planning process is conducted in these platforms of learning. They are not power neutral but consist of various competing perspectives and power structures that are negotiated. First of all, it is important to pay attention to which actors are invited to these platforms. MSP as a Finnish planning practice is led by the coordination group of coastal Regional Councils and the Ministry of Environment in Finland. The MSP is seen as a project of the coastal Regions in Finland, and the inland Regions have no power in the process other than as stakeholders. This is also important to notice because it also signifies power changes in the EEZ: due the formulation of the MSP process in the coordination group, the power is shifting over the formerly only state

governed EEZ also to the coastal Regions. Consequently, it reinforces the idea of marine territories of Finland as a possession of coastal Regions.

There can also be seen power balancing efforts between the coastal Regional Councils and the Ministry of Environment in the MSP process. Both agree that the state is not a competent actor conducting the MSP process alone while the Regions are, but still the Ministry holds a supervising position in the MSP making sure that the intentions of the law makers transfer into action instead of the intentions of the EU directive alone.

Participation of stakeholders with an interest to the marine areas is emphasized in the process. It can be said that the participation of stakeholders in the EEZ matters have been enhanced at least in theory due MSP, since there was no consistent planning effort directed to it before MSP. It must be noticed though that the coordination group hold the power of deciding which stakeholder perceptions are relevant for the plans and which are not.

As to conclude the effects MSP has on national sphere, it can be seen to be formulated as a new kind of political tool. While EU has a highly important role in formulating the MSP's objectives that are visible in the domestic MSP process, it is also formulated as a tool to affect the domestic spatial politics. The Government of Finland that has formulated the domestic MSP legislation has seen the MSP directive as an opportunity to strengthen the current political emphasis on strong regional governance in Finland, and in addition to strengthen the position of coastal Regions as the primary decision makers over the Finnish marine areas.

As to conclude the above, the MSP is a scalar process with various decision making layers and so the Finnish MSP consists of perspectives and aspirations that add benefits to the national politics. The domestic maritime spatial planning practice is agreed to be a process of the Regional Councils, which is a unique feature in the Finnish MSP comparing it to other states' proceedings. Therefore, it can be said that the benefits the MSP increases are clearly for the favour of the Regions. At the same time, the MSP is reinforcing the power of the Regional perspective in domestic planning, but it can also signify the future tendencies of power relations in the marine territories in general in favour of the Regions. Since the EEZ has formerly been a territory only under the governance of the state, through the MSP practice the decision making power will be distributed between the state and the Regions even if it is a territory juristically beyond the territories of the Regions. When considering the relations of the Regions, juristically the exclusive economic zone is a new kind of

shared planning space of them. However, they are associated as continuums to the Regions' marine territories in practice.

It is important to notice, that even though there already have been traditions of spatial planning in the marine areas in Finland with practically no political intentions of changing the status quo, this kind of maritime spatial planning with in-built object of territorial integration is new and EU-led. The MSP works by reforming the domestic action in order to create sea basin wide change.

In this research I have articulated that the territorial policy integration efforts created to the EU's maritime spatial planning policy act as a Europeanizing practice. Next I am going to present what kind of integration actions the Finnish planners are conducting, and what kind of dynamics there can be seen to underlie.

### 5.1.2 Territorial policy integration in the Finnish MSP

As presented earlier, the maritime spatial planning process is to be coordinated between neighbouring territories emphasized in marine planning literature, in the MSP directive of EU and articulated in the Finnish legislation. The Finnish MSP is coordinated between national planning territories and between neighbouring countries' MSP territories. In addition, national projects have been established in order to coordinate the plans.

The maritime spatial planning is highly connected to the Regional planning in Finland and the MSP affects to regional planning both vertically (Figure 9) and horizontally (Table 2). According to the interviewees the most evident implementation channel of MSP is the Regional plans as articulated earlier. On the other hand, due the overlapping knowledge base and the same planners, the processes in the Regional planning also effect on the MSP. The Figure 9 shows the vertical path of maritime spatial planning in practice in the national planning context. It is important to notice that in the Land-use and Building Act the MSP is set as a separate planning practice from the national land-use planning hierarchy. Even though the MSP has no direct legal effects on the decision-making, planning or for example the permission procedures in Finland, it will strongly interact with Regional land-use planning in practice according to the interviewees.

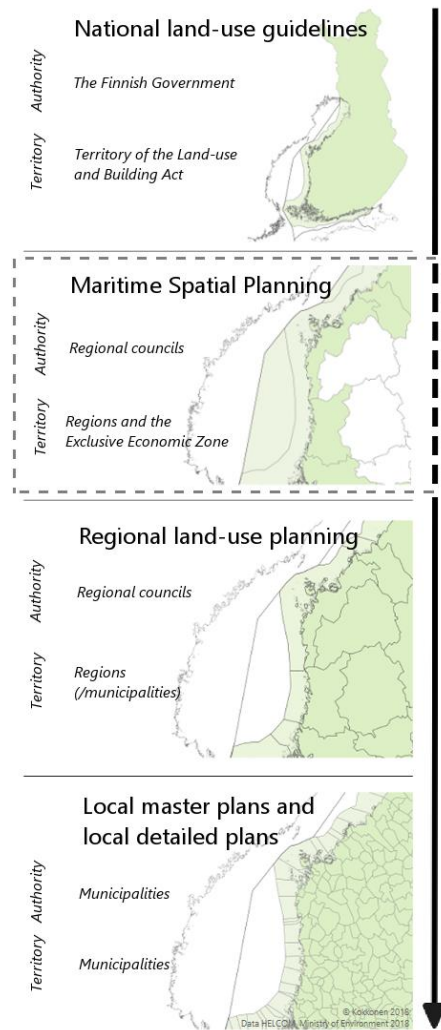


Figure 9. Vertical territorial integration actions of MSP in practice according to the interviewees (source: Author)

Territorial policy integration is a perspective that is highly emphasized in the Finnish MSP. It is showing on one hand in the efforts to create coherent maritime spatial plans both nationally and transnationally with neighbouring planning territories. The appearance of learning platforms of MSP shows in various ways between different actors and scales. These networks are visible in the form of HELCOM-VASAB intergovernmental MSP ministerial meetings, EU projects of varying aspects and administrative attendants, bilateral communication with neighbouring countries and their planning regions, and national coordination between coastal Regions. Nationally, the maritime spatial planning means creation of plans, but the learning environment created around it brings the transnational dimension to the national planning. These platforms of sharing knowledge and

creating perspectives nationally and transnationally are one of the main novelties of the Finnish maritime spatial planning. Due the MSP directive, the maritime spatial plans are to be coordinated with neighbouring countries of which extent is a novelty in Finnish planning. Therefore, it can be said that the EU directive has brought the need and the will to coordinate between neighbouring territories from looking at the Finnish planning aspect even if there was no urgent need to it from the domestic perspective.

#### *Interviewee*

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- 4        “ – even though we are consulting neighbouring countries if there are some cross-border [matters] also in the Regional planning that is quite rare in our case – – the international cooperation [is a novelty] in this process.”
- 

The most important matter that makes coordination possible according to the interviewees is that knowledge is shared between states in order to form shared views of how the sea should be developed. An important coordination platform is the cooperation organ of the Baltic Sea Region, the HELCOM-VASAB maritime spatial planning working group where the Baltic Sea countries have agreed on common principles, ecosystem approach and cross-border cooperation. These agreements are not legally binding but is said to “*help in how the cooperation is done and give common basis in a concrete level*” (2). They do influence to the domestic policy formulation in practice though.

The other platform of cross-border cooperation and knowledge sharing is a bilateral cooperation between the neighbouring countries of Finland: Estonia, Sweden and Russia. In these platforms, national experiences, marine knowledge and planning processes are compared to find possible contradictions and learn from each other’s best practices.

In addition to the ministerial work of intergovernmental strategy formation in HELCOM and VASAB presented earlier, regional MSP work in the Baltic Sea is also conducted through numerous EU-funded projects in which the national administrations take part to learn and create best practices. Current projects in the Baltic Sea region where Finland is a member are for example Basmati (Baltic Sea maritime spatial planning for sustainable ecosystem services) and Pan Baltic

Scope (platform for cross-border collaboration). More examples of current projects are listed in Appendix IV.

The interviewees wished that these cooperation platforms would create coherent plans and planning processes in the Baltic Sea through learning from each other's practices. It is seen that integrating the MSP policy territorially coherently will produce benefits to every planning territory in the Baltic Sea due the biophysical characteristics of the sea. The interviewees therefore saw that negotiating of the domestic uses with neighbouring territories' planners and other related authorities – transferring their own interests and adapting to other's interests – will eventually help to achieve domestically strived outcomes. This kind of Europeanization process at sea was looked at as an intervening opportunity that benefits all parties.

#### *Interviewee*

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- 4        *“– we hope that the thoughts of the planning process of neighbouring countries will be mirrored to [our] planning process”*
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- 5        *“We want to show a good example. When we here do [the planning] to a T, we are hoping that [the neighbouring countries] do it as well. Every action will always come back to us in a positive way due the sea currents circle back to us”*
- 

The Table 2 summarizes the above presented horizontal efforts of national and transboundary integration in the Finnish MSP policy that the MSP directive has brought with it. What is important to notice is that every means of integration contains negotiation, compromises and lobbying.



Table 2. Horizontal territorial integration with neighbouring MSP territories in the Finnish MSP (source: Author)

Territory of integration		Means of integration	
National integration	Neighbouring MSP territories	Coordination group (coastal Regions and the Ministry of Environment)	(e.g. nationally funded) MSP projects
	"Terrestrial" planning, i.e. Regional planning	Same planners conducting both planning processes	Shared knowledge-base in both planning processes
Transboundary integration	Neighbouring MSP territories	Bilateral cooperation	(e.g. EU-funded) MSP projects

The cooperation and learning platforms that are built into the MSP policy act as the driving force of these new European marine spaces in the practical level. In order to MSP be particularly spatial by nature, there is an emphasis of integrating maritime spatial plans and processes territorially with neighbouring ones in order to create coherent plans throughout the seas. Due the territorial structure of marine areas and subsidiary principle of EU, these marine spaces of Europe are created through transboundary social communication in various learning platforms in order to create territorial policy integration. The new European marine space of MSP does not only include marine areas, but reaches to the terrestrial areas as well. Its extent is determined by the structure of domestic policy regimes and negotiation of the policy integration efforts.

It is important to notice that the decision making and collaborating activities in transnational MSP platforms tend to concentrate on a small group of people in Finland. In addition, the Regional planners do communicate with neighbouring planners as pointed out earlier, the Ministry of Environment is also responsible for the cross border cooperation. It is notable though, that there are the same contact persons from the Ministry of Environment that contribute to the decision making in the intergovernmental organizations of HELCOM and VASAB, in their alliance of HELCOM-VASAB MSP Working Group, and have a position in the Finnish maritime spatial planning coordination group. This weakens the idea that there are solely independent hierarchical marine decision-making scales that influence vertically in a top-down matter. Instead, more focus should be put to social networks and the actors in them.

The nature of EEZ as a buffer zone is therefore changing towards a nature of shared space with scalar governing structure. Instead of a peace-maintaining zone, EU has politicized these territories in a new way. The EEZ has been taken more extensively under the EU governance with its spatial interests, but at the same time, it has also become space in which to implement national agendas. Therefore, it has become a territory of contending meanings.

## 6. Discussion

In this research, my goal has been to extend the research of maritime spatial planning from environmental management perspective to EU spatial politics. I have examined the MSP policy of EU as a means of Europeanizing marine spaces, and to shape the EU territory through social construction of space.

In this research, my purpose has been to understand, what kinds of meanings is attached to the maritime spatial planning process in Finland, and how this understanding shapes the understanding of 'EU'rope as a territorial entity. This is done by have presented the legislative basis of the spatial planning practice in Finland and interpreted that what kind of meanings the way the MSP is implementation may have in the Finnish context and by interviewing the MSP policy conductors what kind of actions the MSP represents to them.

My approach in this research has been that Europeanization is a phenomenon that can be researched through finding 'EU'ropean standpoints that are materializing in a certain domestic space. In this research, they are realizing through practices of maritime spatial planning policy in the national context. Europeanization is looked at as process of spatial unification in Europe as well.

I have also presented territorial policy integration in MSP as a mechanism to Europeanization through socialization efforts. As presented earlier, spatial planning in general can be broken down to consist of policy integration (Kidd, 2007; Vigar, 2009; Straalen 2012) which can be seen as the constituent of maritime spatial planning of EU as well (Kidd, 2013). When a policy originates in EU and is integrated in transboundary and territorial manner, it can be seen to create EU integration (Kidd, 2007). Territorial policy integration in MSP is created through cooperation and learning as articulated earlier.

## 6.1 MSP reinforcing coastal Regions' standpoints in Finland

Since even if MSP is fundamentally a scalar decision making process, the policy is in the end carried out domestically but researched only a little in that context. In the empirical part of the research I have studied the MSP policy in a domestic level in the Finnish planning regime. I am reflecting the MSP in the domestic context here to point out Europeanization processes in it later.

In Finland, the creation of a spatial and political continuum between maritime spatial planning policy and domestic planning practices through integration is emphasized. Even though the domestic legislation of MSP seemingly lowers down the direct influences of the MSP directive, when considering the planning also in practice together with the underlined mean of policy integration, it is clear that the maritime spatial planning policy does affect not only on the marine areas but also on the domestic inland areas as well. The emphasis of combining terrestrial and maritime spatial planning leads to the stretching of the sphere of European marine space outside the marine environment towards the inland areas.

It is important to notice that while both the plan and the planning process being formulated as flexible and changing by their design and presented as background information in Finland, it creates a possibility of utilizing MSP in order to drive politically varying objectives. Therefore, I suggest that it may possibly provide a "shortcut" to the Regional planning or act as "invisible" political influencer in the Regions' politics.

I argue that the integration effort is the practice that defines the extent of European marine space. The territorial policy integration can be seen in the efforts to create a continuum between the marine and the terrestrial planning practices by linking the MSP into Regional planning in Finland. As presented earlier, the EU's MSP is implemented as a duty of the coastal Regions in the Finnish context. The planning territories of the coastal Regions extend to the Finnish EEZ and the planners cooperate closely with each other in order to make coherent maritime spatial plans. In addition, my study suggests that the MSP of EU is primarily a planning practice for Europe and is embedded with spatial agendas of EU. Therefore I argue that linking maritime spatial planning and the terrestrial planning practices in the way it is done in Finland will extent the European marine space also into terrestrial areas. In this research's case the European marine space is reaching into the terrestrial areas of coastal Regions. When simplifying, it can be suggested that due the inland

Regions are not primarily included to the MSP process, a boundary of European marine space is been formed between coastal and inland Regions in the Finnish context.

Due the sharp division of the Regions responsible for MSP in Finland, my research suggests that there is a border created between those coastal Regions that are creating European space through the maritime spatial planning tool and to those inland Regions that do not. Even if there are other Europeanizing instruments addressed also to the inland Regions, the speciality of the MSP as a regionally unifying transboundary planning instrument should not be left unnoticed. The MSP creates a new kind of concept of European marine space and new kinds of European marine communities that produce it. While Finland is a coastal state, only the coastal parts of it are invited to join to develop the marine areas of it and therefore to create European space through the states marine dimension. As my data suggest, this separation may materialize as the coastal Regions adopt new kinds of planning approaches and objectives (such as differences in cooperative planning practices) in their domestic planning processes and become more unified, while the inland Regions develop their practices individually in different directions.

The coastal regions as the stages of maritime spatial plans in Finland were presented as a natural thing by the interviewees. At the same time, the role of the State as the main planning authority was questioned. If the MSP process would be decided to formulate as a project of the State, the plans should have been planned in order to benefit the whole state, by meaning everyone even if located to the inland areas. At the same time, the MSP would have weakened the straight decision making power of the coastal Regions to their territorial waters. When thinking of the utilization of the marine areas, the State could valuate the location choices of usages or the usages themselves differently than the regions: for example, centralization of usages reasoned by the emphasis on efficiency could effect on the regions' and municipalities' sources of revenues. On the other hand, if the MSP's would have been formulated by the municipalities, the coordination between them could naturally be more fragmented due larger amount of actors. In that case, the power dynamics probably would have profited the largest coastal urban areas that have the most resources to lob their interests and to prepare the plans more thoroughly according to their interests.

While the MSP's are decided to be created by the coastal Regions, the perspective in them mainly benefits those Regions, as articulated earlier. However, notable is also that this decision states that marine dimension of the country is not to be harvested as the benefit of the whole country, but only

the coastal areas. This perspective is quite opposite than the grounding perspective that EU has on MSP as the benefiter of the whole EU-territory.

In this research, I have referred the nature of the sea understood as international and relative planning spaces instead of domestic and territorial spaces. Although the planners I interviewed act according to national legislation that acknowledges national territorial boundaries, the planning was carried out in a way that actively aims to diminish the existence of domestic borders in the marine areas.

When looking at the transnational cooperation platforms, the same Regional planners of coastal Regional Councils and the Ministry of Environment hold the power positions regarding the planning territories of Finland. These actors do negotiate the MSP's content with comparable authorities of the Baltic Sea Regions' states. Instead of being also Regional authorities, these negotiation companions usually hold a position in the state authority. This may have an effect for example on the angle these planners enter into the negotiations, which is not insignificant at all. My data leans towards a suggestion that one such difference could be that state-led MSP's tend to work as more assertively steering tools as the Finnish Region-led process is more enabling. Since this is not a comparative research, this is something that needs a further notice. However, if being so, this may create tensions between marine territories since the economic utilization of marine space is somewhat restricted due its ecological characters and objectives of enhancing its ecological state. Even if the utilization of marine areas is not completely a zero-sum game, it does matter who gets to benefit the most of it first.

## 6.2 MSP reinforcing EU's standpoints in the marine Europe

Formerly in this chapter, I have presented the main characters of MSP in Finland because even if set at the EU's decision making scale, the directive is materializing in a domestic level. Here, I am reflecting the study of the Finnish MSP, and how it broader represents the MSP in EU.

As to summarize the key features of maritime spatial planning, it has to be taken notice that fundamentally, the different spatiality and also human's sense of spatiality in marine areas produces different kind of planning thought than what it does in the terrestrial environment. While seas have a global extent, at the same time they are important in the local and regional scales as well. There have been interests of more extensive governance in the marine areas, so it can be seen that the spatiality of the marine environment produces rather scalar governance structure.

In this research I have been interested in the governing scale of EU and EU's aspects in MSP formulation. The MSP policy has been shaped in a way that it produces EU's regional policies, but as articulated earlier, it used as to direct domestic regional policies as well. It also reinforces the regional decision making platforms regarding the regional seas in Europe.

As articulated in this research, the marine territories in Europe differ from each other significantly by their governance and by their utilization. By the means of MSP, EU has created one tool to govern all these diverse areas in the same manner. Even if some territories have found the MSP useful to their territories (for example countries by the North Sea), not every territory in my research found that particularly the MSP is beneficial in their daily marine management. In a way, EU's maritime spatial planning policy can be seen to act as an attention-directing device. With that tool, EU creates a spatial problem (a comprehensive need to utilize marine areas more extensively) and creates the maritime spatial planning tool as a solution to the problem. In that way it can direct the conversation of *should* the marine areas be harvested as a driver of European economy to *how* they can be harvested the most beneficial way.

### 6.3 Europeanization of space through MSP

In this research, I have studied in what ways the EU's maritime spatial planning can be considered Europeanizing space. Europeanization in this research is thought as process of value-sharing (Clark & Jones, 2008), and developing through learning in social networks and cooperation (Clark & Jones, 2008) in continuous processes of policy mobilities (Ladrech, 2010) through multi-scalar governance of EU (Moisio, 2011). In this research my approach has been in the processes of spatiality (e.g. Clark & Jones, 2008), and more specifically as EU actively producing and governing its territories by establishing, adopting and practicing policies that are created for the European entity (Jensen & Richardson, 2004).

As my research shows, the significant territorial changes are unifying the governance of the European marine territories in practice. Especially the exclusive economic zone has differed as a territory. According to the UNCLOS convention, there are territorial waters fully under national sovereignty and the exclusive economic zone acts as the "buffer zone" or intermediating territory between national and international marine spheres. This zone is originally created as to provide international territorial peace and security (Rosenne, 1996). Due to there are no international waters in the Baltic Sea, the exclusive economic zones of the Baltic Sea states are neighbouring. The maritime spatial planning policy of EU is bringing changes to how the exclusive economic zone is looked at and treated otherwise than defined in the UNCLOS convention in territories under EU governance though. Instead of the existence of a "buffer zone" as the peace-keeping tool, EU emphasizes discursive methods between neighbouring states with the possibility to intervene in others' doings. Peace can be seen to be created through EU providing possibilities of transboundary social encounter that includes active negotiating of the conflicting interests rather than maintaining safeguarding territorial distance.

The new maritime spatial planning policy of EU is presented as a changing force in the governance of marine Europe and MSP is looked at as a creation of European space to which EU spatial agendas are directed. On the grounds of this research can be argued that the regional seas in Europe are shifted more comprehensively towards spatial domain of EU. In this research I have conceptualized Europeanization through spatial planning and European spaces: I have used the notion of spatial planning being the technology of creating European spaces (Luukkonen, 2015). In other words, EU is conducting spatial planning to govern those spaces it has created. Therefore, I



am arguing that the new maritime spatial planning policy also acts as an instrument of Europeanization.

While the marine governance structure becomes more unified, so are the spatial aspirations of EU unifying their uses. When seeing spatial planning as meta-governance (Vigar, 2009), it can be argued that shifting the EEZ under spatial planning and unifying the spatial planning opportunities in the European marine territories, they are submitted under larger decision making processes of EU. In this case, the spatial planning and its rationalities that are directed to EEZ are EU-led. While looking at EU spatial planning as European space creation, it can be argued that while submitting the EEZ territories under its spatial planning (and therefore governance), the EU has begun to govern the EEZ areas as European marine space. This space is being produced in the domestic regimes in practice as seen in the Finnish context.

As articulated above, EU's agendas for example on economic growth by seeking utilization potentials in the marine environment is implemented into domestic processes due they are set in the MSP directive. Due the unique and complex territorial structure of marine areas compared to the terrestrial ones, the maritime spatial planning policy of EU functions as a territorially uniting tool in order to create one governable marine space instead of several differently functioning spaces like it has been this far. While the establishment of MSP policy creates a European marine space, it also provides the spatial platform of reaching EU spatial agendas into marine areas more straightforward. In other words, it can be said that maritime spatial planning policy of EU transforms numerous and heterogenic marine areas in Europe into European marine spaces in order to be spatially governable by EU. What this further indicates is that instead of seeing MSP only as policy that steers the development of European marine spaces, it is important to notice that these marine spaces become submitted into larger narratives of EU governance through MSP. While creating a governable entity, EU is able to harness the marine spaces to the benefit of the whole EU area. This is notable aspect when looking at the regionally and globally large extent of EU marine territories.

What I see as the main driver in establishing MSP is that by governing the marine territories comprehensively, is that EU is able to harness the national marine territories for the benefit of the whole Europe – including inland states with no coastline. The main benefit that is been driven forward is the extensive economic utilization of the marine areas and its potentials for economic growth through the Blue Growth strategy and enhance its economic competitiveness in the global

markets. One of the narratives presented earlier in this work is that the economic competitiveness of the whole EU region is explained through its spatial order (Moisio, 2011) and therefore it can also be spatially affected. This narrative is evident in the MSP policy which drives for more efficient economic utilization of marine spaces through the inbuilt Blue Growth strategy. In addition, the MSP suggests also that environmental problems of European seas are explained to be caused by their fragmented territorial structure that can be enhanced by governing marine areas as a single entity.

The EU's MSP policy creates new kinds of socio-spatial dimensions to Europe in where political spatial tensions inevitably arise and political bargaining is essential. Perhaps due the historical position of the marine space as being seen as international space, the socializing effort through EU's maritime spatial planning practice can be seen as a very easily adopted perspective in domestic action. Not only creating these cross-border platforms, but the EU can be seen as in some part to create the demand to them as well. Not every domestic planning territory seemed to long for them before the MSP directive, but now wants to show a good example by creating MSP processes and plans that neighbours could implement in their own contexts.

What is crucial to notice here is that even if these cooperation platforms are set by the EU in the directive, the operation within these domestic and transnational networks is based on social relations. My study shows that the territorial policy integration efforts may reinforce the objectives of the EU directive through social networking. In the platforms of integrating the policy, best practices are shared in order to produce these common objectives. They are seen common because they are commonly accepted on the EU decision making scale for the benefit of the EU territory. Not only the EU's objects, but best domestic practices are also shared in these platforms. The driver of cooperation is to keep good rapport with neighbours in the whole sea basin. It even might be said that when formerly the EEZ was established to maintain international peace as a relatively stable nature a territory, the international relations regarding the use of this territory are now provided through constant active production. As my research shows, this action contains power negotiations for example through lobbying best practices. The maintenance of good rapport does also mean adaptation to other's interests though. At grass-roots level, this occurs in how the planning practices of coastal Regions are seen as to be unifying, or in how planners are willing to lobby their practices cross borders. In a larger picture this can be seen in for example as the adoption of larger political objectives such as EU's economic growth agenda through implementing the Blue Growth strategy into national practice.

When looking at the impacts of marine/maritime spatial planning my research also suggests that the characteristics of marine spaces understood as international (Jay et al., 2016; Zaucha, 2014) and relative (Jay, 2010) may facilitate interventions to national marine areas and reduce the full sovereignty of states on their marine territories.

The maritime spatial planning policy is a mean to create European space in the marine areas of the member states and therefore strengthen the European standpoints in governing these areas. What is not yet discussed but an important result of my research is that the maritime spatial planning policy does not only guide the marine territories of the states, but extends to the terrestrial areas due the human action at sea requires terrestrial land-use. What this means in practice is that while adopting an objective of more extensive economic utilization in marine areas, the addition of maritime business activities in marine environment has to be provided in terrestrial environment at the same time: economic utilization of marine areas requires physical space on the terrestrial environment for example in the form of infrastructure, storage opportunities, and business premises etc. that need to be planned on terrestrial space. Therefore my research shows that the European marine space created through the MSP policy does not fall upon the marine areas only, but is stretching to the terrestrial areas as well. The mechanisms of this is created through domestic planning practices and the aspiration to integrate marine planning into terrestrial planning due the borderless biophysical and human utilization dynamics between terrestrial and marine areas.

In addition to understanding different power structures behind MSP, this research also participates in the fundamental question of how to conceptualize spatial planning in a way that its characterization does not diminish its multidimensional nature. Even if the dualist conceptualization may help in some cases, I suggest that the concepts of *maritime* and *terrestrial* spatial planning is partly misleading due they are more gradual and overlapping than neighbouring planning processes. In other words, the terrestrial spatial planning extends to marine environment and the maritime spatial planning stretches to terrestrial environment.

## 6.4 Research evaluation

Even if I wanted to embrace the multidimensionality of maritime spatial planning, in some cases simplifying compromises had to be made in this research. It has to be noticed that the research strategy is formulated by simplifying the domestic context: the complex interactions in MSP are cut down and the Finnish MSP process is presented as being formulated only by the Regions and the Ministry of Environment due they are the most visible parties in the cross border cooperation practices. The national political relations considering the Finnish MSP are left out in formulating the MSP process and mandatory participation processes have not been taken account. In addition, when researching the sphere of MSP in Finland, the interplay between coastal and inland Regions is highly cut down and needs further evaluations. In this research, I have framed the TSP to only consider the land-use planning of the Land-use and Building Act of Finland. It has to be noticed though that every aspect of the marine planning or planning in general in Finland has not been taken into account. What are left out in this study are the different planning instruments outside this specific land use planning hierarchy that also play an important role as part of planning in Finland. For example regional development through regional strategy formation and funding by Regional Councils is left out due its nature as a separate instrument with differing staff. My research shows signs that the MSP is not that enthusiastically been taken as an instrument of regional development, but it should be a subject of further examination though.

The concept of scales is also simplified in this research. I have presented different actors that have globally affected to the maritime spatial planning by creating common ground in marine governance and by formulating the MSP policy on one's part (that are for example UN, EU, HELCOM, VASAB and domestic authorities). In this study I have concentrating on the dynamics of EU and how the interests of EU are constructed in space. What is important to notice is that the scales of decision making are not very straightforward in practice, and "as Europeanization progresses, networking across scales is stimulated and the initially neat distinction between scale levels becomes fuzzy" (Mamadouh & van der Wusten, 2008). My research suggests that in the case of European maritime spatial planning this vague form of scales is visible when following MSP actors and their networking forums. As to give an example of the Finnish MSP, there are the same contact persons from the Ministry of Environment that contribute to the decision making in the intergovernmental organizations of HELCOM and VASAB, their alliance of HELCOM-VASAB MSP Working Group, have a position in the Finnish maritime spatial planning coordination group, and are responsible for the bilateral cross-border communication. Therefore the scalar form of

decision making regarding a marine space is not at all unambiguous without examining it more closely.

The formulation of the research was influenced by the lack of former studies on Finnish MSP to which to base the empirical research on. For that reason I have used every piece of information that is available even if not published in any scientific journal as the hermeneutic traditions suggest. In addition, the lack of former studies affected on the research strategy by making it more complex that the original intent was: due there were no knowledge on the Finnish MSP practice in general, that kind of interpretation had to be conducted before there were possibility to answer to the main research question.

In this research only the Baltic Sea Region of all the regional seas of EU is considered. The Baltic Sea Region appears as globally unique area though due its intensive cross-border cooperation and transnational decision making bodies that challenges how the study results can be generalized straightforward considering every regional sea in the EU area. Even if the outcomes of MSP cannot be unambiguously generalized, the efforts and emphasis of EU instead can be. Therefore the conceptualization of Europeanization as EU's territorial aspiration is valid in this research context and provides generalizable results also outside the Finnish marine territories.

The concept of territorial policy integration serves as the explanatory emphasis to produce Europeanization in this research context. When seeing Europeanization as EU's emphasis, it can be generalized to result Europeanization in other regional seas of Europe on the grounds of this research. By doing so it has to be considered that this mechanism considers particularly the maritime spatial planning policy in the researched region of the Baltic Sea, and the cooperation platforms and practices vary greatly between different sea regions. In addition, this research serves in explaining specifically the EU policy of MSP, and therefore it does not give answers whether the territorial policy integration can be generalized as a tool of Europeanization in every spatial policy of EU. It could be further evaluated though that whether this mechanism go for other regional EU policies that are cross-border by nature.

MSP has its roots in a global decision making. My view is that EU is globally a notable player in marine related politics and MSP policy which has been one of the main perceptions in choosing this research frame and its focus on EU. While I have created some understanding of the MSP policy within the EU territory, there is a need of examining EU's influence outside its territories. My

suggestion of that the characteristics of marine spaces may facilitate interventions to national marine areas, and effect on the sovereignty of states on their marine territories. Therefore, my research guides towards the notion that EU has been a major impact maker on the global scale on MSP through providing recommendations for UN to adopt. EU has also worked in order to create globally harmonized MSP policy. This aspect is not looked closely in this research, but it would be beneficial to examine it further in order to understand new kinds of power relations in global marine governance and what the mechanisms of Europeanization are in the global marine arenas.

As I conducted this study, it became strikingly clear that we need more geographic language to be used to describe the sea element. It was surprisingly difficult to use basic (and rather terrestrial) geographic terminology of space in the marine environment. As to give some examples, the most often I needed to ponder whether to refer marine space as its singular or plural form. In this research I ended up making this decision case by case considering the extent and perspective (from bio-physical perspective there is after all only one global marine space) and whether I have referred to some specific space including social aspects (European marine space can be one space, or divided into different marine spaces located in Europe). In addition, the concept of place acts differently, due the water as an element impedes human's for creating sense of place. Even if visual elements that created individual places exist on seabed, people tend to experience marine space usually on the surface of the water with no elements that would create places. Therefore the concept of place in marine environment could be thought as relative and sensed in relation to terrestrial places. All in all, there is a growing demand of extending concepts of social sciences from terrestrial to marine environments due they have become new kinds of spheres of human action. In my opinion, tradition of geographical thought is beneficial, but the marine element needs to be further acknowledged more extensively in it.

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# Appendices

## Appendix I: International statutory background of MSP

Examples of the regulations and agreements that form the basis to the maritime spatial planning.

### The UN

- Convention concerning the Protection of the World Cultural and Natural Heritage (1972)
- The United Nations Convention on the Law of the Sea (UNCLOS) (1982)
- Convention on biological diversity (1992)
- The Sustainable Development Goals or Agenda 2030 (2015)
- The Paris climate agreement (2015) within the United Nations Framework Convention on Climate Change (UNFCCC)
- Habitat III, the United Nations Conference on Housing and Sustainable Urban Development and the adopted New Urban Agenda (2016)

### The European Union

- The Integrated Maritime Policy (EU 1255/2011)
- Marine Strategy Framework Directive (2008/56/EC) (MSFD)
- EU Directive on Maritime Spatial Planning (2014/89/EU)
- EU Strategy for the Baltic Sea Region (EUSBSR)

### Finland

- MRL, Maankäyttö- ja rakennuslaki, Land-use and Building act (5.2.1999/132 )
- EEZ, Laki Suomen talousvyöhykkeestä, Act on the Exclusive Economic Zone of Finland (26.11.2004/1058)

## Appendix II: Documents of the Finnish MSP

Year	Reports on MSP by the Ministry of Environment				Stakeholder events - presentation documents		Integrated approach to MSP - workshop documents		Developing the MSP - Knowledge workshop documents		Developing the MSP - The blue growth and ecosystems workshop presentation documents	
	Title	Author	Title	Author	Title	Author	Title	Author	Title	Author	Title	Author
2018	Organization and co-operation in MSP	Regional Council of Southwest Finland										
	Beginning of MSP in planning regions	Regional Councils										
	Co-operation with neighbours	Ministry of Environment										
	Integrated approach to MSP -project 2017	Consultant 1										
	Towards the MSP 2021	Ministry of Environment										
	Towards the MSP 2021	Regional Council of Southwest Finland										
2017	Results of Merimeter survey	Consultant 1, Ministry of Environment										
	Basis of the maritime spatial planning	Ministry of the Environment	Legislation of maritime spatial planning	Ministry of the Environment	Gross-sectoral theme of maritime spatial planning	Consultants 1,2,3						
			Co-operation in MSP	Regional Council of Southwest Finland	Content of the plan	Consultants 1,2,3						
			Portals and projects supporting MSP	Ministry of the Environment	Digital planning process and the representation	Consultants 1,2,3						
			Overview of the Swedish MSP	Ministry of the Environment	The maritime spatial planning process	Consultants 1,2,3						
					Survey to the sectors	Consultants 1,2,3						
2016					Towards maritime spatial planning							
					How the ecosystem is taken into account in maritime spatial planning <sup>1</sup>							
					VELMU and the view of the knowledge producer and the Baltic Sea -wide knowledge base							
					The knowledge base of Plan Bothnia							
					The knowledge base of the opportunities to Finland							
					Blue bioeconomy and the opportunities to Finland							
					The Regional Council of Satakunta							
					Natural Resources Institute Finland							

Consultant 1 MSP  
Consultant 2 Kale- ja vesituotanto Oy  
Consultant 3 Ympäristötekniikka Oy

### Appendix III: Cross-border projects Finland is taking part

#### Examples of current maritime spatial planning projects in which Finland is taking part

- Plan4Blue (Maritime Spatial Planning for Sustainable Blue Economies), 2016 – 2019
- SeaGIS 2.0 (Hållbar utveckling av havsmiljön i Kvarkenområdet), 2015 – 2018
- SmartSea (Gulf of Bothnia as Resource for Sustainable Growth), 2016 – 2022
- Sustain Baltic (ICZM Plans for Sustaining Coastal and Marine Human-ecological Networks in the Baltic Region), 2016 – 2018
- Smart Blue Regions (Smart Specialisation and Blue Growth in the BSR), 2016 – 2019
- Baltic LINes (Coherent Linear Infrastructures in Baltic Maritime Spatial Plans), 2016 – 2019
- BalticRIM (Baltic Sea Region Integrated Maritime Cultural Heritage Management), 2017 – 2020
- Basmati (Baltic Sea maritime spatial planning for sustainable ecosystem services), 2017 – 2020
- Baltic Scope (Towards coherence and cross-border solutions in Baltic Maritime Spatial Plans), 2015 – 2017
- Pan Baltic Scope 2018 –
- BlueAdapt 2018 –

## Appendix IV: Interview themes

The themes used as the ground of the interviews

- I            The characteristics of maritime spatial planning practice in the Finnish context**
- II           The linkage of maritime spatial planning to the prevailing spatial planning system of Finland**
- III          The effects of maritime spatial planning on the spatial planning system of Finland**
- IV          The international dimension of the Finnish maritime spatial planning**